DOCUMENT RESUME

ED 133 863 EA 009 122

AUTHOR	Lyons, Raymond F.
TITLE	Primary School Inspection in Venezuela. The Organisation and Staffing of the Primary School Inspectorate: Case Studies - 5. IIEP Research Report: 15.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France). International Inst. for Educational Planning.
REPORT NO	IIEP-RR-15
PUB DATE	75
NOTE	133p.; Some pages may be marginally legible due to print quality of original
AVAILABLE FROM	IIEP Publications, 7-9 rue Eugene-Delacroix, 75016 Paris, France (6.00 francs)
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	Educational Administration; Educational Change; *Federal Programs; *Occupational Information; Primary Education; State Departments of Education; *State Supervisors; Supervisors; *Supervisory Activities
IDENTIFIERS	*Venezuela

ABSTRACT

This paper proceeds from the premise that, if inspection is to be useful to the teachers, the school, and educational authorities, certain basic conditions regarding the nature and quality of education and of the organization, staffing, and functions of the inspectorate need to be fulfilled. The paper, therefore, begins with an examination of first-level education. It seeks to identify in a number of respects the elements of a complete system of first-level education that have still to be established or improved and that form the basis for the activities of the inspectorate. In the second part of the paper, the organization of the inspectorate at the national level and the succession of structural changes that have influenced the scope and content of its work are examined. Also examined are the functions of the inspector and the various types of inspecting assistants at the regional, zonal, and district levels in urban and rural areas. The matters of staffing and training in relation to needs for inspecting personnel are also considered and certain conclusions are reached. (Author/IRT)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED133863

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL BY MICROFICHE ONLY HAS BEEN GRANTED BY

UNESCO

TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE NATIONAL INSTITUTE OF EDUCATION FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER"

IIEP research report: ⑮

PRIMARY SCHOOL INSPECTION IN VENEZUELA

Raymond F. Lyons

The organisation and staffing of the primary school inspectorate: case studies - 5

INTERNATIONAL INSTITUTE
FOR EDUCATIONAL PLANNING
(established by Unesco)
7-9, rue Eugène-Delacroix, 75016 Paris

ⓒ Unesco 1975

EA 009 122

The opinions expressed in these papers are those of the authors and do not necessarily represent the views of the Institute or of Unesco.

CONTENTS

Page

INTRODUCTION 1

I. FREE COMPULSORY FIRST-LEVEL EDUCATION 10

II. ORGANISATION AND STAFFING OF THE INSPECTORATE 48

III. CONCLUSIONS 98

Appendix I 103/121

INTRODUCTION

1. This paper is about the relationship between administration and professional educational activity in the work of the inspectorate in Venezuela. It is generally accepted that inspectors, advisers or supervisors, in Venezuela they are called supervisors, represent the eyes, ears and mouth of the Ministry of Education in the sense that they should find out what is happening in the schools, do their utmost to ensure that what the Ministry wishes to be done is in fact being done and keep the Ministry informed about relevant progress and problems. It is also generally agreed that supervisors should help maintain the morale of the teachers, assess their work and improve their competence to teach in the light of new educational developments, and ensure that they benefit from the best possible physical and technical conditions in which to do their work. What is agreed in theory, but not always achieved in practice, is that the number, qualification and distribution over the country of supervisors should be such as to ensure that both the administrative and professional tasks of the inspectorate should be adequately carried out. This is a matter of planning the work and staffing of the inspectorate in view of the Ministry's policies and objectives. An aim of this paper will be to assess the situation in Venezuela in this regard.

2. One question is whether the supervisors at regional, state and district level receive full instructions from headquarters with regard to their tasks, and whether the chain of communication allows them to feed back to headquarters the information about implementation which can serve as a guide for expeditious action and, if necessary, the modification of policy. The answer lies in the

examination of the extremely complex structure of the Ministry of Education in Caracas, the multiplicity of points of control of the professional and administrative tasks involved in supervision and the effects of the recently introduced regionalisation of educational administration.

3. In order to examine the real functions and methods of operation of first-level inspection, it is necessary to consider the specific conditions of education and administration which exist in Venezuela at the present time. In both regards, since the beginning of this decade, a series of radical changes have been introduced. These changes reflect the iron determination of the authorities to introduce innovations in the system, even though the material organisational and professional basis for their successful implementation might be considered at present to leave much to be desired. The thinking would seem to be that, given the conservatism of the educational system and political uncertainties, it is better to introduce change as completely as possible, in the light of new economic and social needs, and then consolidate it rather than to adopt a more progressive and piecemeal approach which might risk failing to achieve global objectives. The problems of supervision would seem to be greater in the first case than they would be in the second.

4. Universal free and compulsory first-level education, which was decreed in 1870, has not yet been realised although substantial progress in that direction has been made as will be seen below. Since 1969, a new first-level curriculum and new methods of evaluation of pupil performance have been put into operation and new procedures for recruiting teachers have been adopted. As will be seen in Chart 1, a three-year cycle of basic education and orientation, with new

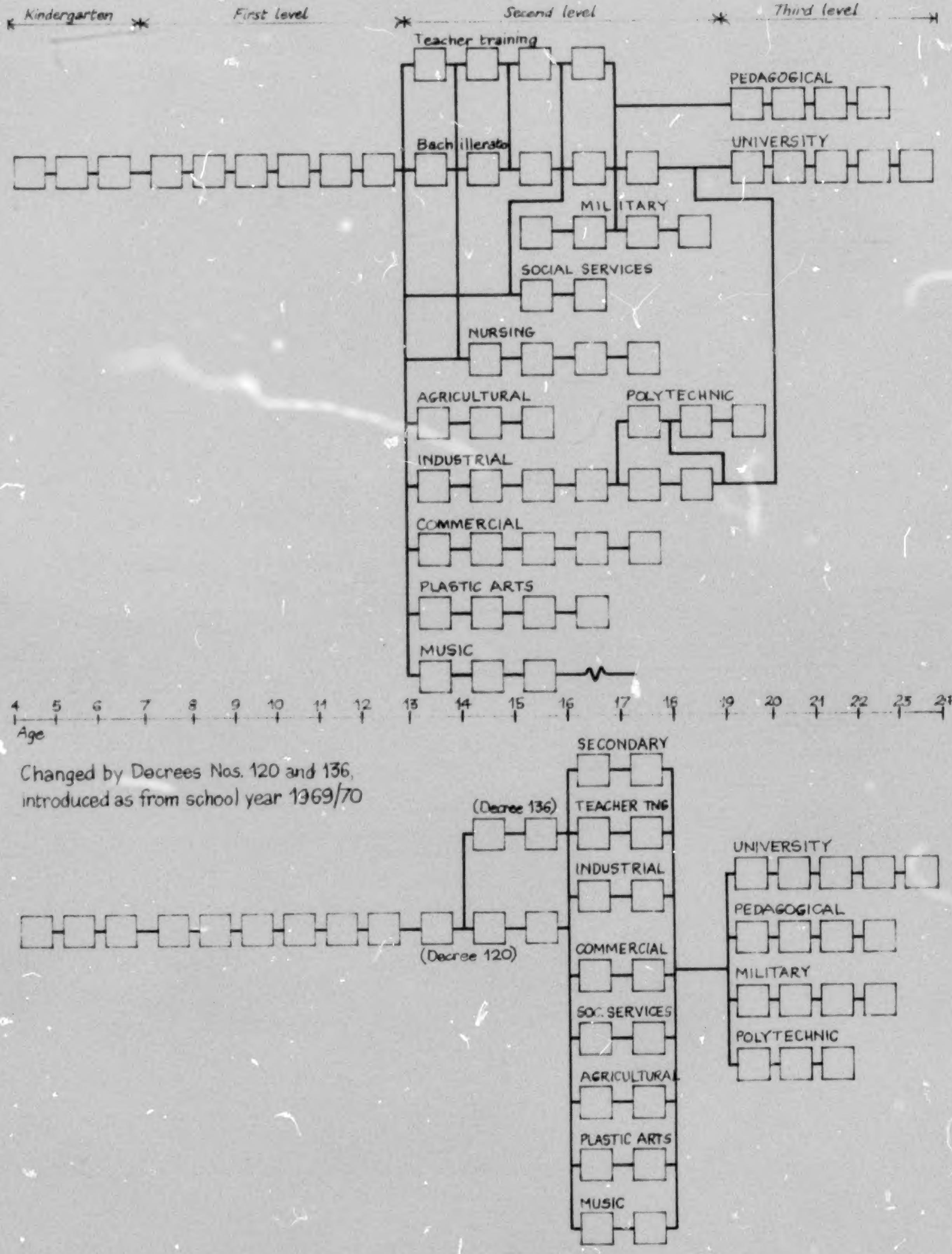


CHART 1. Structure of the educational system, pre- and post-reform

Kindergarten
First level
Second level
Third level
Teacher training
PEDAGOGICAL
Bachillerato
UNIVERSITY
MILITARY
SOCIAL SERVICES
NURSING
AGRICULTURAL
POLYTECHNIC
INDUSTRIAL
COMMERCIAL
PLASTIC ARTS
MUSIC
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
Age
Changed by Decrees Nos. 120 and 136, introduced as from school year 1969/70
(Decree 136)
(Decree 120)
SECONDARY
TEACHER TNG
INDUSTRIAL
COMMERCIAL
SOC. SERVICES
AGRICULTURAL
PLASTIC ARTS
MUSIC
UNIVERSITY
PEDAGOGICAL
MILITARY
POLYTECHNIC

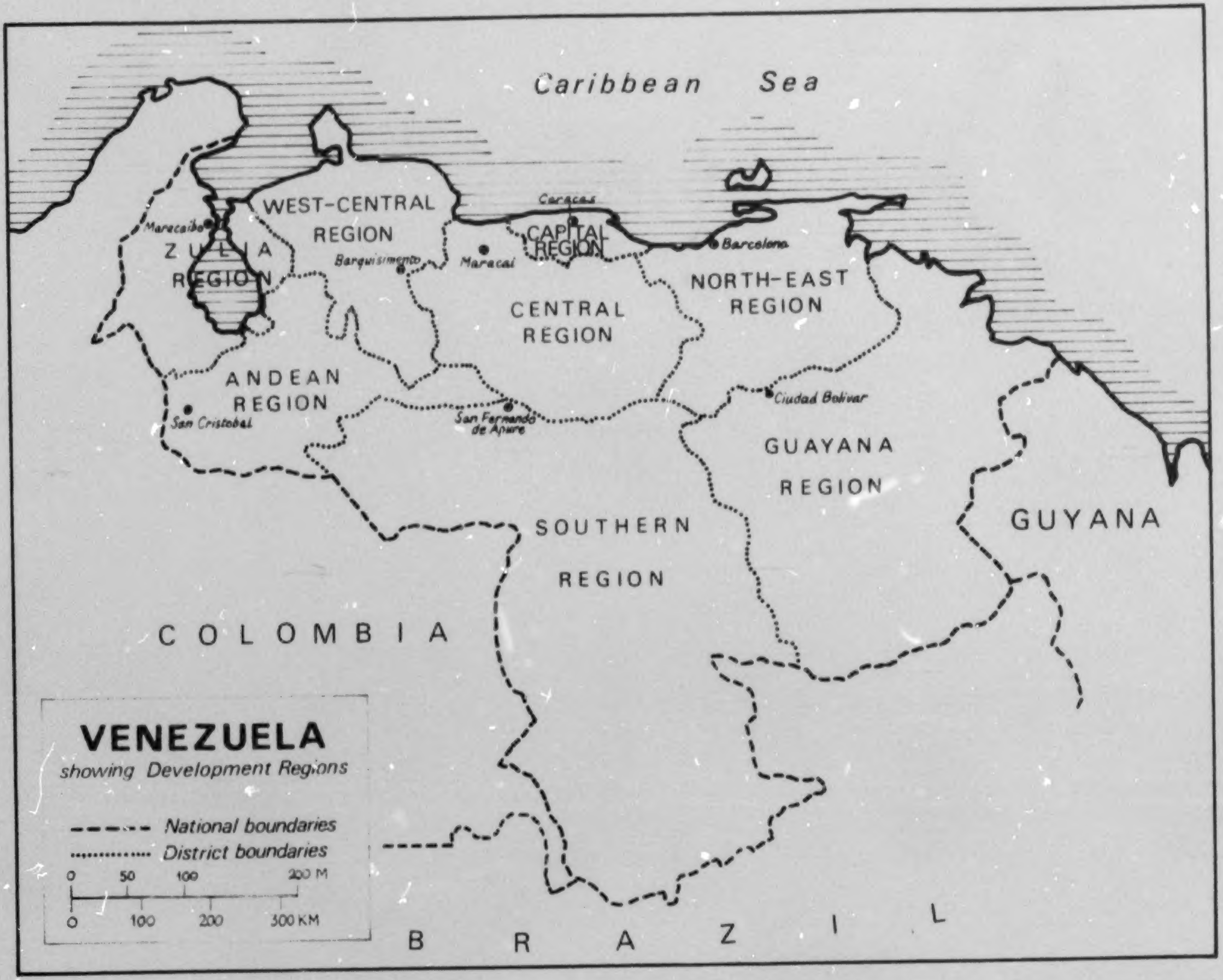
programmes was introduced as from 1969-1970 and it is not yet clear administratively whether this is to be regarded as an extension of first-level education to nine years or as the creation of a new first cycle of second-level education. As from 1972-1973, new programmes for the upper cycle of diversified second-level education are to be put into effect. A law containing reforms in the organisation of third-level education has recently been made public. The administration of education has been characterized by a number of substantial changes in the organisation of the Ministry of Education in Caracas. The former system of educational administration by each of the 21 States (and two special authorities) has been replaced since 1970 by eight regional bodies with defined formal, if not yet real, powers. Meanwhile, in addition to modernisation of educational structures and content and administrative structures, the emphasis on quantitative expansion has been maintained.

5. We propose, therefore, given this background of intense change:

   (a) to look at what has been happening as regards change in first-level education in recent years;

   (b) to see to what extent planning and inspection are in a position to resolve the problems of achieving an adequate system of first-level education; and

   (c) to consider what further actions, in relation to inspection, would seem to be desirable in order to improve conditions.


Caribbean Sea
WEST-CENTRAL REGION
Marecaibo
ZULIA REGION
Barquisimento
Maracai
Caracas
CAPITAL REGION
Barcelona
NORTH-EAST REGION
CENTRAL REGION
ANDEAN REGION
San Cristobal
San Fernando de Apure
Ciudad Bolivar
GUAYANA REGION
SOUTHERN REGION
GUYANA
COLOMBIA
BRAZIL
National boundaries
District boundaries
0 50 100 200 M
0 100 200 300 KM

VENEZUELA

showing Development Regions

6. This paper is the result of a study mission to Venezuela by the author in June and July of 1972. During the course of work, the author benefitted from much assistance from the Ministry of Education in Caracas, as well as from educational authorities in Ciudad Bolivar, Barquisimeto, San Felipe, Maracay and El Macaro, who replied to intensive questioning with unfailing kindness and stoicism. Thanks are due to many helpful officials, but particularly to Licenciado Rafael Fernandez Heres, Director-General of the Ministry of Education and Head of Eduplan, Licenciado Aristobulo Pena Teran, Director of Education and his close collaborators Professor Luis Salazar Briceno, Dr. Fermin Lares, and Antoliu Arana, and to Profesora Ruth Lerner de Almea, Head of the Commission for the Regionalisation of Educational Policies, and her colleagues: Profesores Florencio Chacón, Elba Nava de Rincón and Deusdedit Africano. The Commission made all the detailed arrangements for visits and discussions in Caracas, and in the regions, and the author received much advice and help from them. The views expressed in this paper, however, are the sole responsibility of the author and may not always be shared by those he consulted in Venezuela, in Unesco Headquarters, or in the IIEP.

7. This paper proceeds from the premise that, if inspection is to be useful to the teacher, the school and the educational authorities, certain basic conditions regarding the nature and quality of educational provision and the organisation, staffing and functions of the inspectorate need to be fulfilled. The paper therefore contains, in the first part, an examination of first level education. It seeks to identify in a number of respects the elements of a complete system of first level education which have still to be established or improved and which form the basis for the activities of the inspectorate.

In the second part of the paper, we examine the organisation of the inspectorate at the national level and the succession of structural changes which have influenced the scope and content of its work. We also look at the functions of the inspector and the various types of inspecting assistants at the regional, zonal and district levels and in urban and rural areas. Finally, we consider matters of staffing and training in relation to needs for inspecting personnel and reach certain conclusions.

The Country and The People

8. The population is more than doubling every twenty years, mainly because of a natural increase of 3.6 per cent a year, and to a smaller extent immigration, the main sources of which have been Italy and Spain. Two-thirds of the population are under 25 years of age. About one and two-thirds the size of France, Venezuela recorded a population of 11.2 million in the 1971 national census, compared with 5.1 million twenty years before. About nine-tenths of the people lived in the north of the country(1), where a series of parallel chains of mountains, the prolongation of the Andes, runs from West to East. The remainder inhabit the great plains of the Orinoco Basin, the major river system to the South, and the mountainous area to the South-East known as Guyana. Some 95 per cent of the population are of Spanish-speaking descent, the remainder are mainly immigrants. There are about 80,000 Venezuelan Indians, remnants of the civilisation which one occupied the entire country. They live mainly in the South, or to the West of Lake Maracaibo.

---

(1) Please see map on page 5.

9. The country has great potential. Already one of the world's largest producers of petroleum, Venezuela has vast resources of iron ore (which have recently been found and exploited in Guayana) and in the South many other valuable minerals exist but have not yet been mined. Industrialisation has made great strides in the past two decades, and the industrial complex in the State of Guayana, which uses part of the great hydro-electric potential, is an outstanding example of regional economic and social development. Industry and services have also progressed in Caracas, the capital, and in the other main cities. There has been substantial migration from the countryside to the cities, each of which is surrounded by its poverty belt (cinturón de miseria). A quarter of the total population lives in Caracas, and nearly three-quarters of the total population is urban. Gross domestic product per capita was estimated at some $1,100 in 1971 (about four-fifths of that of Italy), but there is, as in many countries, considerable inequality in its distribution, and the poverty in the countryside and around the cities exists side by side with the prosperity of many city dwellers. Agriculture has great potential, but the country is, at present, a net importer of food.

10. Venezuela lies between 11 degrees and 1 degree North of the Equator, with a tropical climate, a rainy season between May and November alternating with a dry season from December to April. The effects of climate are moderated by the fact that much of the population lives in towns well above the sea level.

11. It seems to be the case that Venezuela, as distinct from many developing countries, has no shortage of people who know what should be done, in fact the general discussion of policy problems reaches as high a level as that reached anywhere in the world. The difficulty is to pass from recognition of the problem to effective action to solve it, based on project planning. In many walks of life, whether one looks, for example, at the postal services or schools, one finds organisational weaknesses which are out of keeping with the wealth of the country and the standard of education of its citizens. It seems probable that one of the reasons for this discrepancy lies in the educational system, which is insufficiently oriented towards scientific method and related action and overly preoccupied with abstract teaching. This is why the authorities aim to reform education, so that the great potential of Venezuela may be more efficiently developed and enjoyed by the people of that country. It should also be borne in mind that Venezuela has only enjoyed democracy in some twenty years of the seventy in this century, and this has doubtless tended to influence individual attitudes towards operational efficiency.

I. FREE COMPULSORY FIRST-LEVEL EDUCATION

12. There is a contrast between the law and its fulfilment. The constitution of the Republic of Venezuela (Article 55) provides for free and compulsory education: "Education is compulsory in the level and conditions fixed by the law. Parents and guardians are responsible for the accomplishment of this task, and the State will provide the means so that all may accomplish it". The aims of education are defined in Article 80: "Education will have, as its aim, the full development of personality, the training of citizens fit for life and for the exercise of democracy, the encouragement of culture and the development of the spirit of human solidarity. The state will orientate and organize the educational system to realise the accomplishment of these aims".

13. The Educational Law (1955) lays down, in Article 24, that "first-level primary education is compulsory as from seven years of age, and is accomplished in six successive courses or grades, each of which will be of at least one school year's duration". In Article 25 of the Law, it is stated that "in primary education, the following plan of studies will be adopted: language (Spanish); elementary mathematics; social studies; natural science; art education; social, moral, civic and health training. Pupils will compulsorily undertake handicrafts according to their sex and the needs and characteristics of the region in which the school is established; to the same end, pupils will be taught elementary concepts about agriculture, especially those which refer to the conservation of soils, woodlands forests and water". Article 8 provides that, in official establishments, education is free, except in the case of universities. The provisions relating to primary education have not yet been fully implemented, and since they are central to the duties of the

inspectorate, and by no means impossible to attain, given the wealthand human resources of the country, it is relevant to look at the reasons why they have not been implemented and the problems and perspectives for doing so.

14. As the detailed results of the 1971 census were not available at the time of writing, it was not possible to obtain completely accurate calculations regarding the proportion of the population enrolled in primary education. The best available estimate, on the basis of official data for enrolment in primary schools in the school year 1970/1971 (1,769,680) and a Census Office estimate of population aged 7-14 in 1970/1971 (2,258,838) shows that enrolment corresponded to 78.3 per cent of that age group. If account is taken of the fact that the official 1971 census showed the population to be 3.6 per cent higher than the 1971 Census Office estimate, and that 7.2 per cent of total enrolment were of children over 14 or under 7, it would seem that approximately 70 per cent of all children aged 7 to 14 were in primary school. On the other hand, 135,000 children of the 7-14 group (7.6 per cent) were enrolled in post-primary education, but this is not relevant to our enquiry. The 30 per cent of Venezuela's children who were not enrolled in primary schools, were mainly those resident in rural areas and in the poverty belts around the cities.

15. Recent trends in primary school enrolment show three distinct periods: from 1957/1958 to 1959/1960, when increases averaging 20 per cent a year took place; and from 1960/1961 to 1968/1969, when the increase in enrolment was slightly less on average than the natural growth of population. Since 1968/1969, average rates of growth have been of the order of 5 per cent per annum, i.e. they have exceeded the natural growth rate by 1.5 per cent per annum. The education

plan, included in the current national economic and social development plan, covering enrolment for the period 1969/1970 to 1974/1975, postulates an increase in total first-level enrolments of 410,619 pupils over the five school years, which implies an average annual growth of 4.5 per cent. This rate seems feasible on the basis of performance during the past three years, as long as the present lag in school construction is made good. It is said that this rate of progress will result, by the end of the plan period, in a "participation rate equal to 90.7 per cent for primary education". However, if the adjustments mentioned above are made, and if the increase in the population of school age is taken into account, it would seem that, assuming a 4.5 per cent growth rate, the primary participation rate of children aged 7 to 14 will be of the order of 75 per cent. Since the normal age for primary school attendance is from 7 to 13, but about a quarter of all pupils are older, and a further quarter are younger than the normal age, this calculation can only serve to make the point that primary education is not yet universal and at the present rate of progress it will be some time before it becomes so.

16. Table 1 shows that only half of the pupils who entered the first grade of primary in 1966/1967 reached the sixth grade in 1971/1972. These data were not adjusted for repetition, which affected 12 per cent of all pupils in 1966/1967, but had been reduced by 1971/1972, as a result of a new system of pupil evaluation and automatic promotion (with revision classes for those whose work does not reach the required standard), introduced in 1969. If Venezuela is to achieve complete participation in the six years of primary education, it will be necessary to make radical improvements in the school facilities, particularly in rural and deprived urban areas. Table 2 shows the relatively greater concentration of rural school enrolment and operations in the first three grades as compared with urban enrolment.

Table 1 : Pupil Promotion

School year	Grade	Pupils enrolled	Percentage
1966/1967	I	400,637	100
1967/1968	II	310,887	78
1968/1969	III	297,539	74
1969/1970	IV	263,947	66
1970/1971	V	231,485	58
1971/1972 (1)	VI	198,321	50

(1) Estimate.

Source: Ministry of Education, 'Memoria y Cuenta', 1971.

Table 2 : Primary Enrolment in Urban and Rural Schools (1970/1971) By grade with percentages

	Total	%	K(1)	I	II	III	IV	V	VI
Urban	1,507,865	100	3.3	18.9	19.0	16.7	17.0	14.0	11.1
Rural	311,974	100	0.3	34.0	26.8	18.4	10.4	6.2	3.9
TOTAL	1,819,839	100	2.3	21.5	20.3	17.0	15.8	12.7	9.9

(1) Kindergartens are included in primary school inspection. about 60 per cent of enrolment is in classes attached to official schools: the remainder is private: almost all is in urban areas of which half in Caracas.

Source: Ministry of Education, 'Memoria y Cuenta', 1971.

17. In the countryside, as shown in Table 2, there is a striking difference in the proportion of children who remain in school as compared with the towns. This is due to the fact that, in rural areas, the single teacher school (escuela unitaria) and the two or three teacher school (escuela concentrada (1)) predominate and are basically concerned with providing education for three or four years, and that there is no structure of large six-year primary schools, using the generally good road transport system together with boarding facilities, which could ensure that rural children enjoy the same access to education as their urban brothers and sisters. There are 52 farm schools (escuelas granjas) which provide education, with boarding facilities for about 10,000 children. In addition to the normal curriculum of grades IV to VI, provision is made for the teaching of wood and metal-work, household crafts for the girls, and in 12 of these schools agriculture and stock raising is taught by trained staff, with the pupils receiving the net proceeds from the sale of their production. Unit cost per pupil in farm schools is high, and moreover, as at present constituted, they would seem more closely linked to urban than rural life. Adult education enrolment in centres of popular culture totalled about 80,000 in 1970/1971, of which much in urban areas. It is clear that its scale and scope would have to be greatly expanded to meet the needs of those who have not been to school or have left it early. There seems, therefore, to be no alternative to a well-planned effort, in harmony with rural economic and social development plans, to achieve universal primary education in rural areas.

---

(1) more than one "escuela unitaria" in one school.

18. In the towns there are marked differences in the nature of facilities provided according to the type of school and conditions of control. The private schools, almost entirely urban, are except for a few cases schools with a director and more than one qualified teacher (escuelas graduadas). They account for about 13% of urban enrolment and since standards, in some of them, are frequently superior; the élite send their children to them. Standards in the official schools vary from first class "graduadas" under national, or wealthy state control down to "escuelas unitarias" or "concentradas" in the shanty belt areas, which are not yet adequately provided for. In urban schools the double shift system, in which the children and teachers who attend in the morning are distinct from those in the afternoon, is common. Although the teachers' unions have requested a limit of 40 to 45 pupils, there are in some cases as many as 60 pupils per class, in urban official, i.e. non-private, schools whereas in the single teacher schools the ratio is lower. In 1970-1971, the average pupil/teacher ratio, for all grades, was 44 in national "graduada" schools and 42 in state and municipal schools of the same type, compared with 32 in private schools. Absenteeism in official schools ranged from 10 to 15 per cent compared with 9 per cent in private schools.

19. In relation to supervision, it may be mentioned that, in addition to private schools mentioned above, 54 per cent of all primary pupils in urban and rural areas are in national schools located in all regions of the country, 26 per cent in state schools, 7 per cent in municipal schools and a fractional percentage in autonomous schools run by large private companies. Enrolment in state schools has been increasing more rapidly than in the other types and, since states are generally short of finance, standards have been

affected. According to the Law, the Ministry of Education is responsible for the supervision of all types of schools, but most states maintain a small number of supervisory personnel also.

Teachers

20. As a result of a considerable effort during the past decade, including a brilliant period of teacher training for rural schools, unqualified teachers have been largely eliminated from the "graduada" schools, whereas, as Table 3 shows, lack of qualified teachers remains a problem in the single teacher schools in rural and urban poverty belt areas. There are not yet sufficient teacher-training colleges which prepare teachers to cope with the problems of the child and the milieu in rural areas; the new curriculum is not differentiated in this sense. Moreover, it is difficult to attract qualified personnel to rural teaching. Teachers receive no incentives in the form of pay differentials and housing facilities to undertake teaching in rural schools. Housing is not provided and most teachers live in the towns; electricity, water, health services, recreational opportunities, are, too, frequently lacking. The teacher represents an incentive to emigration to the towns rather than a member of a rural community who is equipped as an agent of rural development. Clearly the teacher is only one of the agents, the others must also be present as part of a comprehensive and well-planned attack on rural underdevelopment. It has been said that the rural teacher does not feel the need to work for the improvement of the school and the community (1) and

---

(1) See 'Estudio básico de los problemas de la educación rural. Seminario Nacional, Caracas, el 28 de febrero al 5 de marzo 1971.

Table 3 : Primary Education. Teaching personnel classified by type of control, class of school and qualification of teacher (1970/1971)

Control	Class of school	Total	Qualified %	Unqualified %
National	graduado	22,546	97.6	2.4
	concentrado	1,884	95.1	4.9
	unitario	1,488	88.3	11.7
State	graduado	6,880	93.8	6.2
	concentrado	2,983	82.2	17.8
	unitario	1,916	57.6	42.4
Municipal	graduado	3,079	93.4	6.6
	concentrado	292	61.0	39.0
	unitario	370	36.5	63.5
Autonomous	graduado	404	65.1	34.9
	unitario	34	75.0	25.0
Private	graduado	8,312	81.7	18.3
	unitario	51	56.9	43.1
TOTAL		52,266 (1)	89.4	10.6

(1) Note: 46,574 of a total of 52,266 teaching personnel were classroom teachers, the remainder were directors, deputy directors and specialist teachers.

Source : Ministry of Education.

from our visits this would seem to be probable. There was, for example, a sharp contrast between the gloomy, colourless and dirty official schools in rural areas in the Guayana and the cheerful and colourful schools in the regional capital of Ciudad Bolivar (Guayana). This difference is due to several factors of which money, teacher training and supervision are the main ones.

21. There is considerable variation in the knowledge and ability of those who graduate from teacher-training colleges, as qualified primary school teachers, owing to the absence of a common national examination. The Law (Articles 56 to 59) states that the title of "Maestro de Educación pre-escolar" or "Maestro de Educación primaria" will be conferred by the Ministry of Education on those who have satisfactorily concluded the stipulated number of years of study. This is defined in the law as four years, but in national institutions it is now five years, following the introduction of a three years basic 'exploratory' secondary course, plus two years secondary level specialization. As from 1972/1973, training in national institutions will last for six years (3 + 3) with greater emphasis on science and mathematics teaching which the authorities consider is at present inadequate. In the private training colleges, the course of studies is being brought into line with that of national institutions (1). The Ministry of Education appoints an examiner for each teacher-training college, the candidates being examined on the matters actually taught. The Law says nothing about the conditions of the examinations; the only legal requirement for a qualified teacher is a diploma from a recognized national or private teacher-training college. No distinction is made as between national and private institutions in the annual "graduation" statistics.

---

(1) Source: Memoria y Cuenta, 1971, Glossary of definitions.

22. The difference in the duration of studies and the fact that graduates of private institutions may be recruited as teachers in all types of schools may be the cause of the sharp increase in enrolments in private colleges from 5,383 in 1969/1970 to 8,291 in 1970/1971, while in national colleges enrolment increased from 8,456 to 9,138 in the same period. In the latter year, there were 11 national colleges with an average enrolment of 830 students and 45 private ones, with an average of 180 students. Table 4 shows that, although there are doubtless individual exceptions, the qualifications of staff of private teacher-training colleges are generally lower than in national ones, the proportion of "maestros" and "bachilleres" being higher and that of personnel with superior qualifications being lower. There is a considerable amount of drop-out and repeating from teacher-training colleges, which can be said to have some relationship with the quality of teaching in them and also the effects of the introduction of the cycle of diversified upper secondary education in influencing choices other than teaching; but data analysing these weaknesses as between national and private institutions were not available.

Table 4: Staff of Teacher Training Colleges, Public and Private by Qualification (1970/1971)

Title	General total	%	Public total	%	Private total	%
ALL	1,199	100	581	100	618	100
Profesores (1)	322	26.9	213	36.7	109	17.6
Maestros	379	31.6	129	22.2	250	40.5
Doctores	36	3.0	12	2.1	24	3.9
Licenciados (2)	176	14.7	106	18.2	70	11.3
Bachilleres (3)	137	11.4	53	9.1	84	13.6
Other	70	5.8	47	8.1	23	3.7
Foreign (4)	79	6.6	21	3.6	58	9.4

(1) who have successfully undertaken the recognized four-year course of study at a pedagogical institute.

(2) who have obtained a degree after five or more years of study.

(3) who have passed the final examination at the end of upper secondary.

(4) qualifications acquired abroad.

Source: Ministry of Education.

23. Until 1969 there were no generally applied rules with regard to the recruitment of teachers, and recommendations from important people played an important role in their selection. In 1969, the Ministry of Education established competitions for filling vacant places in national schools, which, as mentioned above (Table 3), accounted for about half of the total primary teaching force. Two methods of entry were specified:

(a) Entry by merit (concurso de mérito) for teachers who had served in state, municipal or private schools for a period equal or superior to 48 months, with a mention of "good" or "excellent" from the director or supervisor, and a note in the courses during the years of study at teacher-training colleges of 13 points out of 20 or equivalent. Candidates are required to possess the title of master of primary education or a certificate provided by the director of their school to the effect that the title is "in the process of being sent" (1) or a higher qualification. (See Table 5)

(b) Entry by competition (concurso de oposición). The examination contains three elements; a paper on a subject relating to educational science, an "objective proof" of general knowledge within the level required of a primary school educator, and the solution of a problem proper to primary school activity. Competitors must be qualified teachers but are not required to have had teaching experience. (See Table 5).

---

(1) Source: Regulation for entry into teaching in national schools of primary education, Caracas, 1972.

Table 5 : Competition for the Recruitment of Primary School Teachers (1970, 1971, 1972) - Members who sat, passed and were recruited

	1970	1971	1972
a) Competition (Concurso de oposición)	2,861	4,050	6,139
passed	176	443	n.a.
b) Entry by merit (Concurso de méritos)	3,684	4,954	7,251
passed	619	752	n.a.
Total number passed (a + b)	795	1,195	n.a.
Number recruited	384	775	n.a.

Source: Ministry of Education.

It may be noted that in 1970 only 6 per cent and in 1971, 11 per cent of those who sat for the competition succeeded in passing it whereas the proportion of those who passed through "merit" was 17 per cent and 15 per cent respectively. The examination is conducted in every main city by the Ministry of Education, with one identical paper, on the same day and time. Papers are marked in Caracas. This seems a useful development since it makes teachers seek to improve their knowledge and skills.

24. The examinations take place in August of each year. While 384 teachers who took the exam were recruited into national schools in 1970/1971 following the exams, the total number of teachers (including principals and deputies) in national primary schools rose in 1970/1971 by 1,230, and the number of teachers in all schools rose by 2,039, giving an overall ratio of 43 pupils for each new member of teaching staff. In 1971/1972, 775 teachers were recruited in national schools through the examination method, while total national school recruitment of teachers rose by 2,007 and total recruitment by 2,121 (1). During this period it has been estimated that about 5,000 teachers were unemployed. It would seem that the examination method represents a step forward, but that further action is required in order to extend it to all schools and to eliminate the recruitment of unqualified teachers. Moreover, it seems desirable to ensure uniform standards of qualification for all graduates of teacher-training colleges, and to this end the example provided by the national competitions could be valuable. It seems probable that this system of selection by examination will be extended to school directors and inspectors; this is much to be recommended.

25. It may be noted that, in 1972, 85 per cent of all primary school teachers were women. There seemed to be general agreement among members of the inspectorate, both men and women, that this percentage was too high and that there were strong educational arguments for moving towards a situation of approximate balance as between the sexes employed in the

---

(1) The increase in the national schools total in 1971 was exceptionally high owing to the transfer of some 400 teachers from municipal to national control.

teaching force. This is a matter involving differences of opinion among educationalists in many countries, but in Venezuela views seemed unanimous. Judging by the teacher-training colleges, where in 1970/1971, 21 per cent of students were male (29 per cent in national colleges and 11 per cent in private ones) equality will take some time to achieve once it is officially decided. But the sharp increase in teachers remuneration from 1970 onwards may lead more males into teaching.

26. In December 1969, following a strike organized by the teachers union, the basic pay of all qualified teachers was raised for a period of three years, to be re-negotiated in 1972, by 71 per cent to 1,200 bolivares ($280)(1) and that of unqualified teachers to 1,000 bolivares ($230), thus raising unit costs sharply and making the achievement of universal primary education under satisfactory educational criteria more difficult. A corollary to this pay increase would normally be to put great emphasis on in-service training and improved teaching ability, but at present there are no conditions regarding probation attached to teachers' contracts and failing some serious offence (which is often very hard to sanction) employment is permanent. Increases in basic pay every three years are automatic, i.e. without report or examination; they amount to 30 bolivares a month, whereas for each additional child an allowance of 80 bolivares a month is payable (2). There is no provision for pay increases on account of merit. Retirement is possible after 25 years (rural teachers 20 years) and a pension of 70 per cent is payable, rising progressively to 80 per cent in the case of those who perform an additional ten or more years of service. There are also provisions for pensions at an earlier date in respect of invalidity.

---

(1) US $ 1 = 4.38 bolivares (July 1972)

(2) In one case we noted, for example, that a lady teacher with 10 children was earning more than the headmaster of a school with more than 20 teachers.

27. There are no examinations in the public system for promotion from teacher to school principal. Selection is made by the Head of the Regional Education Office, on the recommendation of the zonal supervisor. Reports on performance of teachers are made annually to zonal headquarters by school principals, but other factors, including political affinities, would also seem to carry weight. The list of persons recommended for office is forwarded by the Chief of the REO to the Head of Docencia in the Ministry of Education in Caracas, where it is usually approved. The differential between the pay of teachers and principals is not large and would not seem to offer much incentive to effort by the teachers in order to get promoted. It is shown in Table 6. It is significant that an unqualified teacher may become the principal of any school, including the largest.

Buildings

28. A problem for school construction, which is of great importance to the inspectorate in seeking to ensure adequate primary education, is posed by the large number of single teacher schools controlled by state and municipal authorities, many in rural areas. In number, though not in total enrolment, they exceed the national schools and a programme of consolidation into larger, centrally situated schools would seem to be desirable. It is also the case that most official schools in the towns are overcrowded, they are often forced to work two shifts, and a substantial programme of construction is needed in order to provide better conditions of schooling. The states and municipalities, which have borne, relatively, the heaviest burden of increasing enrolment over the past decade have not the financial resources to undertake the necessary programmes. In recent years, the Ministry of

Table 6 : Basic Pay of Principals of Primary Schools and Teachers (monthly rates, in bolivares).

Category of school	Pay (qualified)	Index(1)	Pay (unqualified)	Index(1)
1	1,612	134	1,256	126
2	1,404	117	1,206	121
3	1,354	113	1,154	115
4	1,302	109	1,102	110
Teacher	1,200	100	1,000	100

Note: A category 1 school employs 21 or more teachers; a category 2 school from 12 to 20; a category 3 school from 8 to 11; and a category 4 school less than 8.

(1) : Pay of teacher (qualified or unqualified) equals 100.

Source: Ministry of Education, Budget Department.

Table 7 : Ministry of Education. Capital Expenditure by level of education 1969 to 1972 (thousands of bolivares and percentages of total)

Level of Education	1969	%	1970	%	1971	%	1972	%
First level (1)	7,881	18.1	4,014	10.0	9,117	14.8	3,063	6.5
Second level	11,502	26.3	4,581	11.4	18,021	29.2	3,252	6.8
Third level	24,309	55.6	31,661	78.6	34,592	56.0	41,344	86.7
TOTAL (2)	43,692	100.0	40,256	100.0	61,730	100.0	47,659	100.0

(1) Including kindergarten, primary, integrated (agricultural), special and adult.

(2) Including additional credits and approved adjustments.

Source: Budget Programming Section, Eduplan, Ministry of Education, Caracas.

Education has been giving priority in its capital construction to third-level education and the part of primary has tended to decline, see Table 7. Thus, in two regions, supervisors told us that the enrolments projected in the 1970/1974 plan were likely to be achieved, whereas the school building requirements would not be met because of a shortage of money and also because of delays attributable to lack of executive capacity in the Ministry of Works, which is responsible for the building of educational institutions. This would result in further overcrowding in the schools.

New Media, books and materials

29. Venezuela provides valuable examples of the use of innovating methods to meet the needs of primary school pupils and teachers for visual aids, books and materials. These examples in the fields of television, cinema, radio, visual aids, books and materials have so far been largely on a pilot basis and the problem in planning terms seems to be to extend them as part of action to ensure adequate universal primary education.

30. It was estimated by the Director of the Visual Aid Division of the Ministry of Education in Caracas, that at the time of our visit, some 500 primary schools (about 5 per cent of the total) were equipped with television sets and that 1,000 sets were in use for learning purposes. The Division, which operated with a total budget of 2 million bolivares ($450,000) in 1971/1972 and 150 staff, of which 80 professionals, produced programmes for all levels of education and also specialized programmes for the Ministries of Agriculture, Health and Labour. Since there are 1 million sets in Venezuela of which a half are owned by workers and a channel is reserved for educational purposes, there is also considerable potential for development in the field

of adult education. Programmes are produced for kindergarten, primary and secondary, prepared materials are distributed and three inspectors are employed to ensure that the courses are well conducted in the schools. While courses for schools and teacher-training colleges are given from Monday to Friday during school hours, Saturday is reserved for in-service training courses and it was estimated that some 5,000 teachers had followed the course on the new primary school curriculum in the period October 1971 to June 1972. Television is used at the end of the school year and during vacations to help pupils in secondary education prepare their examinations or to revise in order to try again. In addition to these programmes, the Visual Aids Division organizes seminars for inspectors and teachers on the use of television and other media in education.

31. The Visual Aids Division is relatively new, founded in 1958, and fairly independent being under the direct control of the Vice-Minister for Education. It has been able to experiment with the use of film and radio but these media do not affect the primary school programmes very much. Few schools possess film apparatus, 70 per cent of these are 'liceos' and the primary schools which have them are all located in the capital region. It would seem necessary to create centres for the loans of film-strips in each region and ensure that schools are provided with projectors. At present projectors are distributed on a small scale by the Administrative Division of the Ministry of Education but there would seem to be no technical control by the inspectorate of their use, and the Visual Aids Division has not the resources to do so. It intends, however, to create audio-visual centres in each state capital which will train teachers in the use of new media, including radio, in education.

32. Visits to a number of schools showed that all possessed blackboards and chalk, but that maps, globes, posters, photographs, engravings, epidiascopes were virtually absent from the rural schools. In the larger urban schools, the position varied according to the area visited; in Ciudad Bolivar, in the wealthy Guayana region, the urban school we saw seemed well provided, whereas in San Felipe in the North Central Region teaching aids were in short supply in the urban schools.

33. As from 1966 (Decree No. 567) the Ministry of Education has been authorized to distribute exercice books and pencils to all pupils who need them; this activity is supervised by the regional offices for education. Decree No. 567 also provided for the free distribution of textbooks in case of need, and a substantial number of books was given to children of the first two grades of rural schools. But there is at present a considerable and general shortage of books, particularly those adapted to the new primary school curriculum, which has been progressively introduced since 1969. It was estimated in one region that there were only sufficient books in the primary schools, many out of date, and from a considerable number of publishers, to provide half the pupils with a copy each.

34. Research on textbooks and other didactic materials, undertaken by the Book Bank (Banco del Libro), a private organization undertaking pilot activities in Ciudad Bolivar, (Guayana) and Caracas, with Government support, showed, in a wider sense, the following weaknesses (1):

---

(1) Source: Banco del Libro. Objectives, work and methods of operation of the Book Bank. Caracas, 1.9.1970.

(a) Lack of popular recognition of reading as a valuable learning tool and of books as the principal instruments of education.

(b) Poor quality expensive textbooks, due mainly to the Ministry of Education's lack of a coherent policy, reflected in an unstable and uncertain book market.

(c) Absence of basic norms for the preparation and evaluation of textbooks and children's reading materials.

(d) Limited national circulation of material appropriate to the reading interests and abilities of the people and the general absence of reading habits.

(e) Lack of a library tradition, as well as a public library system, reading rooms and circulating libraries.

(f) Scarcity of school libraries, as much in primary and high schools as in teachers colleges.

(g) Poor training of teachers in reading methods, resulting in poor reading on the students' part.

(h) Limited teacher preparation in the selection and use of a variety of reading and audio-visual materials.

(i) Impoverished and faulty circulation of reading materials in primary schools.

35. In Ciudad Bolivar, the Book Bank has established a complete programme of library service covering 28 schools with 24,000 pupils and 600 teachers. It is a model of a comprehensive approach to the use of books and didactic materials, including encyclopaedias and atlases, for children of primary age.

It involves supply of textbooks, reference books and visual aids to each school where they are lent rather than given to the pupils, establishment of school library centres, where teachers and young people may read or borrow books, and mobile libraries for recreative and required reading. The Book Bank Centre in Ciudad Bolivar provides demonstrations of materials and methods as part of its training for teachers and librarians and centralises the distribution of materials. A member of the national inspectorate is working full time on this training work, as concerns the use of didactic materials by teachers.

36. The work of the Book Bank in Ciudad Bolivar is the result of cooperation between the Ministry of Education (Control and Evaluation Division), the Venezuelan Corporation for the Development of Guayana and the Book Bank itself. The Ciudad Guayana centre is operated by an administrative unit which directs, coordinates and supervises the programme and activities of the centre. This unit consists of a coordinator of the centre for demonstration and distribution of educational materials, a coordinator of the operational units and an administrator. The development of the Book Bank in Ciudad Bolivar owes much to the wealth of the Development Corporation. Nevertheless, its example would seem to be of value in relation to the planning of a comprehensive book service for the primary school pupils of the country as a whole.

37. The Book Bank publishes an annual catalogue of primary school textbooks, in which books on a variety of subjects are assessed from the standpoint of criteria laid down by the Ministry of Education. A major effort would seem to be needed to produce the required number of relevant and up-to-date books and teaching materials for primary schools and ensure their use.

Minimum needs for classroom libraries under the control of the grade teacher for loan to pupils have been defined by the Book Bank as two books for pupils in grades 1 to 3, and three books for grades 4 to 6(1) with the appropriate books for each grade. On the national level, this minimum requirement, which was endorsed by members of the inspectorate, with whom we discussed it, would involve the publication of some 4 million books. A start has been made by the Ministry of Education (Control and Evaluation Department), which has ordered, from the national printing works, 300,000 copies of the new elementary mathematics book, prepared for grades 1 and 2 of primary by the Book Preparation Unit at the Training Centre El Macaro (Maracay). This centre is controlled by the Control and Evaluation Department of the Ministry of Education. It seems that, if planning could be undertaken, and arrangements for printing made, this Centre is in a position to provide the basic books required for the new primary curriculum.

Reform of the Curriculum

38. According to the constitution (Article 80), education in public and private registered schools must conform to the plans and programmes of study elaborated by the Ministry of Education. Since 1969, the authorities have intensified the work, which had already been begun experimentally in the last decade, of radically reforming the programmes and methods used in all levels of school education. This task has been carried out by the Curriculum Division of the Planning Directorate of the Ministry (Eduplan), at the time of our visit, the Division numbered 40 professional staff.

---

(1) Source: R.G. de Horowitz. Taxonomy of School Library services.
Book Bank. Caracas November 1971.

The Division consulted with the Pedagogical Institute of Caracas (some members of which had provided advice on curriculum development and experimentation in urban and rural schools), professors of universities, private school organizations as well as representatives of the inspectorate, school directors and teachers. As a result of this work, new programmes for first level grades I and II were introduced in 1969/1970, grades III and IV in 1970/1971, and grades V and VI in 1971/1972. The production and printing of these detailed programmes, which reflect an enlightened and innovating approach to teaching, and their circulation in large numbers (20,000 for grade I and 15,000 for each other grade) is a considerable achievement. Despite some initial training, consolidation of the new programme represents a major task for the inspectorate and the teaching profession in terms of training and re-training of teachers and directors, and the provision and use of the necessary facilities. It is therefore relevant to summarise the philosophy and content of the new programmes more fully on the basis of published programmes.

39. The former programmes for Venezuelan primary education were promulgated in 1944 and a life of 25 years was thought sufficient (1) for school programmes which should move in line with a society profoundly marked by changes occurring at a rhythm completely unknown a quarter of a century previously. With such a divorce of objectives and disparity between the former programme and existing needs, the influence of the programme on the low yield of education was clear, not only at the first level, but in the other levels also.

---

(1) Source/ Republic of Venezuela, Ministry of Education, Directorate of Planning, Primary Education Programmes - Grade 1, Caracas, 1970.

The thought behind the reform, is that the school system should be an integral actively articulated structure, the final objectives of which should be linked through a connected and continuous process.

40. From grade I in the primary level, innovations are introduced as links in a preparatory chain to more advanced programmes. New elements are progressively incorporated in order to provide the teacher, the school and society with the appropriate and modern tools which are required.

41. In its content and methodological practice, these programmes require that learning should begin with the motivated initiative of the pupils in the sense that they should be directed towards the comprehension rather than the passive assimilation of "products". Children through their active learning should discover the content of knowing and experimenting and the joy and stimulation of feeling themselves personally responsible for their own learning. In a nutshell, the new programmes are intended to give pupils all the elements necessary to form their personal autonomy.

42. The primary school is seen to be responsible within the framework of the educational process for the integral education of the pupils, which should be characterised by an attitude of conscious solidarity towards their fellow human beings, their mentally disciplined, creative and balanced dispositions, their capacity to undertake efficient and useful work and by their profound respect for life in all its manifestations. The primary school will therefore undertake the education of pupils capable of thoroughly assimilating the content of knowledge, prepared to interpret correctly the relations between man and his environment and the desire to participate

to the limit of their possibilities in its increasing and positive transformation. It is necessary that the first level school should motivate the pupils so that they take delight in learning, investigating and creating, form a taste for aesthetic value, healthy recreation and the good use of free time, progressively strengthen their love of the family, the community, the country and humanity, become adapted to new situations arising from social development and scientific and technological progress.

43. The revision of the first-level programmes is intended to meet the following basic aims:

(a) Devote 60 per cent of total class time to the instrumental areas: language and mathematics, in the first, second and third grades (falling to 45 per cent in the fourth, fifth and sixth grades). At the same time, attempt to assure educational quality and raise the yield and productivity in the various grades of the first-level school.

(b) Ensure that pupils learn for themselves all that is worth learning which can be useful and applicable to their lives without an unnecessary accumulation of accessory content.

(c) Encourage active learning. Steps have been taken, as far as possible, to include the largest number of teaching resources so that each learning situation should be beneficial to the children and assist their progress through experiences which move from the concrete to the abstract.

(d) Introduce the concept of the specific learning objective with a very precise and simple meaning; the immediate purpose of learning to which the action of the child and of the teacher should be directed. The specific objectives constitute paths along which the child reaches, in his own way, more important objectives and, at the same time, are teaching resources and guides for the teacher.

(e) Bring the content up to date. Concepts and practices which are no longer relevant have been dropped.

(f) Revise activities and include those which are indispensable in the integrated process.

(g) Bring the teaching recommendations up to date so that they bear a better relationship with the objectives to which they relate and guide the daily activity of teachers and pupils.

(h) Give greater emphasis to objectives than to content. This will help notably to stop memorising without understanding and to seek valid aims for each learning situation, and that this should be brought about as a result of the motivated initiative of the pupil.

(i) Focus in a positive sense the teacher-pupil relationship through a simple process in which the child is the author of his own learning. The teacher guides, helps, promotes, but the pupil does: he is not the passive receiver of ready-made products.

(j) Assign the probable time that the group will require to realise a defined process in each one of the different areas of the programme. This will help unify the action of the teachers and define the nature of the instrumental areas, which, in turn, will introduce modifications in planning practice as concerns the teaching process.

44. The revised programmes cover the nine areas that the current Education Law lays down for the primary level: language, elementary mathematics, social studies, natural science, hygiene, art education, music education, manual work and physical education. Each page of the programme (for each grade the programme covers from 450 to 500 pages) is presented in seven columns, which concern respectively, objectives, contents, activities of the pupils, activities of the teachers, evaluation and materials. This arrangement establishes the horizontal linkage between the objective, which is the fundamental and basic element of the programme, and the remaining columns, so that the contents, activities of the pupil, guidance of the teacher and the suggested materials are "nothing other than ways to reach the objective."

45. The specific objectives constitute ways through which the child attains, in his own way, objectives of greater magnitude and are at the same time teaching resources for the guidance of the teacher. They correspond to various learning situations and serve as motivating forces of the learning process. Conceived in the form of observable behaviour, they allow the teacher to interpret easily the aim which has been fixed, since he knows the direction of the process and what he can hope from the child once the learning has been completed. The objectives are articulated between themselves, vertically, to that each learning situation is preceded and followed by a related situation. This sequence guarantees the continuity of the educational experience and provides the child with a feeling of security that he is advancing constantly. In focussing the programme on proposed innovations, since it is through them that it is possible to unify the efforts and focus involved in the different tasks, this gives unity and logic to the action of the teachers.

46. The second column relates to the contents, which are derived from the objective and are set out in a logical form ranging from the simple to the complex. The third column concerns the activities of the pupils. Put in the form of very simple processes, they represent guides for the action of the pupils towards the mastery of the objective. The activities of the teachers are contained in the fourth column. The authors of the programmes point out that they "do not have the pretention of telling the teacher how much he should do, but of providing him with guidance which will save him time and effort and inspire him to create new situations". The activities are models which have been established so that the teacher enriches them, and also so that all have the possibility of finding guidance and carrying out the unity of actions which it is desired to attain. The resources form the fifth column. An attempt has been made to vary them so that each school selects those which correspond to its possibilities. What is important is that each teacher should consider resources as essential media to assist learning and to make the process active. Evaluation, in the sixth column, means checking whether the learning situation corresponds to the assigned objectives. The teacher will thus understand whether he should proceed further or continue to the extent that the progress of the child corresponds or not with what was expected of it. In the observations seventh column, the probable time required by the group to reach the proposed objective is mentioned. This allows the organisation of the work on rational and flexible lines.

47. Each of the nine areas of the programme is preceded by a statement of the main terminal learning objectives for each grade. Table 8 contains an analysis of the number of detailed objectives for each subject and the time devoted to each within the programme. It will be seen that the latter was modified following the introduction of the new grade I programme in 1969/1970. Table 9 contains an analysis of the plan of studies for first-level education as a whole.

Table 8 : First-level Education, Grade I - Recommended Activities by Subject and Time Allocation

Subject	Number of Activities	Minutes per week (1)	Minutes per week (2)
Language and literature	128	420	420
Elementary mathematics	125	300	300
Social studies	50	120	60
Natural science	26	100	60
Health education	26	40	40
Manual work	30	60	80
Art education	31	50	75
Music education	36	50	90
Physical education (including dancing)	73	60	75
Religious education	-	120	120
Supervised recreation	-	120	120
Organization	-	60	60
TOTAL	-	25 hours	25 hours

(1) Programme dated March 1969

(2) Programme dated June 1971, for each of six grades (see Table 9)

Source: Ministry of Education, Programmes for Primary Education, Grades I and IV.

Table 9 : Plan of Studies for First-level Education

SUBJECT	Number of hours of study, in minutes and percentages, by subject													
	Grade 1		Grade 2		Grade 3		Grade 4		Total	Grade 5		Grade 6		Total
	Min.	%	Min.	%	Min.	%	Min.	%	%	Min.	%	Min.	%	%
Language and literature	420	35	390	32.50	300	27.50	300	25	53.12	240	20	240	20	35
Elementary mathematics	300	25	300	25	270	22.50	240	20		180	15	180	15	
Social studies	60	5	60	5	90	7.50	150	12.50	7.50	270	22.50	270	22.50	22.50
Natural science	60	5	60	5	90	7.50	90	7.50	6.25	120	10	150	12.50	11.25
Health education	40	3.33	50	4.16	75	6.25	90	7.50	5.31	90	7.50	90	7.50	7.50
Manual work	80	6.66	80	6.66	80	6.66	60	5	6.25	60	5	50	4.16	4.58
Art education	75	6.25	85	7.08	85	7.08	85	7.08	6.87	70	5.83	50	4.16	4.99
Musical education	90	7.50	90	7.50	90	7.50	80	6.66	7.29	65	5.41	60	5	5.20
Physical education	75	6.25	85	7.08	90	7.50	105	8.75	7.39	105	8.75	110	9.16	8.95
Religious education	2 hours per week													
Supervised recreation	2 hours per week													
Administrative work and routine	1 hour per week													

Summary:

1.	School work	20 hours
2.	Religious instruction	2 hours
3.	Supervised recreation	2 hours
4.	Administrative work and routine	1 hour
	TOTAL :	25 hours per week

Source. Ministry of Education, Caracas, Programmes for primary education Grade 4, June 1971.

48. The introduction of the new programme of studies represents a massive challenge to the teaching profession and the inspectorate. In terms of Professor Beeby's stages in the growth of a primary school system(1), it embodies a shift from a memorising, rather rigid, syllabus to an activity-based, problem-solving and creative one. In order to consolidate the new programmes, measures of a cost-increasing nature would seem to be required and, as has been mentioned above, the Venezuelan system at the first-level is already characterised by high unit costs. There is only one programme for both urban and rural schools. It would seem that it cannot, at present, be satisfactorily taught in single-teacher rural schools, since the teacher cannot teach the nine subjects adequately by himself, or, as is normally the case, herself. Consequently, the new programme reinforces the need for the replanning of the first-level school system in the rural areas. In rural and many urban areas, school books and visual aids are in short supply, whereas the programmes require more of them than previously. In addition, it would seem that this pedagogically desirable change may not be consistent with the pupil/teacher ratios approaching in some cases 60:1, which, together with a shift system, exists in many urban areas. Besides these quantitative implications, the new programme means that major changes are required in the practice of teacher training and re-training, particularly for those trained in private teacher-training colleges. The authorities have already begun re-training including some use of television, but it appears that far-reaching planning is required if the teaching force as a whole is to be raised and should be motivated to do so to the standards required by the reform. Moreover, as will be discussed below, the qualification, numbers and functions

---

(1) See C.E. Beeby, "The quality of education in developing countries". Harvard University Press, 1966.

of the inspectorate should be reviewed in the light of the new requirements for assisting the teachers to implement the reform.

The new system of pupil evaluation

49. New methods for the evaluation of pupils have been put into effect, at the same time as the introduction of new programmes. These methods require that the teacher should regard evaluation as a "continuous, cumulative and integral" (1) process which takes into consideration all the features of the personality of the pupil. They involve the teacher in a considerable amount of paper work, but also in mastering the techniques of pupil evaluation. The latter has already been the subject of a certain amount of in-service training and it represents an important task of the inspectorate.

50. These arrangements for assessing pupil performance were introduced as from 1969/1970 (Decrees 197, 198 and 250) in order to reduce repeating and appear to have done so. Examinations as an instrument of grade promotion have been replaced for the first five grades of primary by a system of periodical evaluation and tests. For the first three grades a system of "natural promotion" is applied whereby all pupils whose attendance is not less than 75 per cent are promoted at the end of the school year to the next grade, unless the periodical evaluation made by the teacher shows this to be undesirable. Promotion from grades four and five is determined by the system of "ordinary promotion". All pupils whose attendance has exceeded 75 per cent and who have received an average mark of 10 out of 20 in the "partial qualification" assessments over the year, may be promoted;

---

(1) In the decrees, reference was made to a "continuous, cumulative, integral, cooperative and scientific process", but the two latter adjectives have not been retained in service documents.

Republic of Venezuela - Ministry of Education, Dirección de Control y Evaluación.

Chart 2 : CONTROL SHEET OF THE GENERAL PROGRESS OF THE PUPIL

Name of school ________________ No. ________

School year 19__ 19__ Year of study (Grade) ________ Section ________

Subject of study ____________________ (only for second level education)

Name of teacher or professor ______________________

Nº	Main features of the pupil's progress	Nº

Year of study ______ Section _____

Nº	Name of the pupil

1

COURSE TIME-TABLE

Hours		L	M	M	J	V	S
1	–						
2	–						
3	–						
4	–						
5	–						
6	–						
7	–						
8	–						

TABLE FOR THE CALCULATION OF SUM OF 60% PLUS 40%

60% 40%	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1	1	2	2	3	3	4	5	5	6	6	7	8	8	9	9	10	11	11	12	12
2	1	2	3	3	4	4	5	6	6	7	7	8	9	9	10	10	11	12	12	13
3	2	2	3	4	4	5	5	6	7	7	8	8	9	10	10	11	11	12	13	13
4	2	3	3	4	5	5	6	6	7	8	8	9	9	10	11	11	12	12	13	14
5	3	3	4	4	5	6	6	7	7	8	9	9	10	10	11	12	12	13	13	14
6	3	4	4	5	5	6	7	7	8	8	9	10	10	11	11	12	13	13	14	14
7	3	4	5	5	6	6	7	8	8	9	9	10	11	11	12	12	13	14	14	15
8	4	4	5	6	6	7	7	8	9	9	10	10	11	12	12	13	13	14	15	15
9	4	5	5	6	7	7	8	8	9	10	10	11	11	12	13	13	14	14	15	16
10	5	5	6	6	7	8	8	9	9	10	11	11	12	12	13	14	14	15	15	16
11	5	6	6	7	7	8	9	9	10	10	11	12	12	13	13	14	15	15	16	16
12	5	6	7	7	8	8	9	10	10	11	11	12	13	13	14	14	15	16	16	17
13	6	6	7	8	8	9	9	10	11	11	12	12	13	14	14	15	15	16	17	17
14	6	7	7	8	9	9	10	10	11	12	12	13	13	14	15	15	16	16	17	18
15	7	7	8	8	9	10	10	11	11	12	13	13	14	14	15	16	16	17	17	18
16	7	8	8	9	9	10	11	11	12	12	13	14	14	15	15	16	17	17	18	18
17	7	8	9	9	10	10	11	12	12	13	13	14	15	15	16	16	17	18	18	19
18	8	8	9	10	10	11	11	12	13	13	14	14	15	16	16	17	17	18	19	19
19	8	9	9	10	11	11	12	12	13	14	14	15	15	16	17	17	18	18	19	20
20	9	9	10	10	11	12	12	13	13	14	15	15	16	16	17	18	18	19	19	20

EXPLANATIONS

1) This table is intended to help calculate the sum of 60% plus 40%, necessary for the qualification of the pupils at the end of each period on the scale from 1 to 20.

2) This table works like the Pythagoran multiplication table. For example, if it is desired to add 60% of 13 and 40% of 17, one looks for the number 13 in the horizontal scale (on top) corresponding to 60% of 13, i.e. 8, from this point one moves down the vertical scale (corresponding to 40%); one now gets the number 15 which is the number required, i.e. the sum of 60% of 13 and 40% of 17.

TABLE OF PERCENTAGES

Qual.	40%	60%	Qual.	40%	60%
01	0,4	0,6	11	4,4	6,6
02	0,8	1,2	12	4,8	7,2
03	1,2	1,8	13	5,2	7,8
04	1,6	2,4	14	5,6	8,4
05	2,0	3,0	15	6,0	9,0
06	2,4	3,6	16	6,4	9,6
07	2,8	4,2	17	6,8	10,2
08	3,2	4,8	18	7,2	10,8
09	3,6	5,4	19	7,6	11,4
10	4,0	6,0	20	8,0	12,0

51

Period:

Date	Subject controlled

RESULT																	Other features of school progress													
																Average	Responsability	Work and health habits	Personal bearing and politeness	Creativity & initiative	Social adjustment	Self confidence	General appreciation	Adjusted average	60% of average	Result of the partial exam	40% of the partial exam	Probable qualification	Partial qualification	N°

OWAC 70[illegible]

those who have not done so, may repeat the class for not more than one year. In the sixth grade, promotion is based on the sum of 60 per cent of the total of the "partial qualification" assessments and 40 per cent of the mark obtained in the final examination. Pupils in the sixth grade who do not obtain the minimum mark, may be authorized by the school director to extend their period of compulsory education and to take the final examination again. In no case can attendance at first-level education exceed eight years.

51. The documents and procedures for evaluation were prepared by Eduplan, following experimental work in a number of pilot schools (planteles de ensayo) and are administered by the Control and Evaluation Directorate of the Ministry of Education. The main document "Control sheet of the general progress of the pupil" is attached as Chart 2. These sheets may be used at the discretion of the teacher to record the initial and daily progress of the pupil in relation to the nine subjects in the programme and also, compulsorily, to note the results of the monthly tests in each subject. In addition, the teacher is required to assess six other features of the progress of the pupil, set out in the official guide to evaluate in six grades the general progress of the pupil, namely:

(a) responsibility,
(b) habits of work and health,
(c) personal appearance and courtesy,
(d) creativity and initiative,
(e) social adjustment,
(f) self confidence

The general appreciation of the above six attributes is taken to adjust the average of class performance upwards or downwards in order to arrive at an adjusted average. Class performance and periodical (partial) exams are taken together with the views of all members of the school staff who have had contact with the pupil to arrive at the final "partial" qualification, which is decisive in the fourth and fifth forms, and, as mentioned above, counts for 60% of the sixth form result.

52. In addition to the completion of the control sheet mentioned above, which covers marks and other observations relating to the evaluation of daily work, the teacher is required to complete a periodical report for parents or guardians on the work of the pupil and also the Cumulative Report. This large and detailed card contains the recapitulation of all the data concerning the progress of the pupil throughout his entire school life as well as the principal factors which determine and affect his progress.

53. The foregoing suggests that the comprehensive arrangements made for evaluating the work of the pupils depend for their success on the competence and motivation of teachers and school directors. It is evident that, if the specific conditions do not allow nine subjects adequately to be taught, for example, in single teacher schools, it will not be possible for the teacher to report on them. It would also seem that in many schools classes are overcrowded, and the possibility of undertaking daily and cumulative evaluation based on assessments and tests is reduced. Moreover, it would seem that the assessment of the six personal characteristics of the pupil mentioned above, which count in the general evaluation of the pupil's work, requires specialised training which may not always have been provided. Since the school director and other staff will normally collaborate in the final assessment of the pupil's work in a given year, it is important also that arrangements should allow the necessary and useful consultations.

54. More generally, and in relation to the task of the inspectorate in assuring the implementation of existing laws and decrees, there is the basic problem of how the inspectorate may cooperate with the other sections of the Ministry. We have seen that the new programmes, and methods of evaluation, which show many positive features, have been introduced against a background of incomplete enrolment in the schools, inadequate numbers and qualification of teachers, short supply of books and visual aids and a gross deficiency of school buildings. These are matters which might be

the subject of the necessary programme and project planning to ensure that existing legal provisions are met. Such programmes and projects might cover the training and re-training of teachers, the production and diffusion of books and visual aids in the requisite amounts, and school building combined with adequate school transport arrangements, which could remedy the existing inequality in the provision of educational opportunities at the first level. These are matters of national policy, and the inspectorate, which represents the Ministry of Education at the regional, state and local levels, would be closely involved in preparing and executing decisions about them. Meanwhile the inspectorate is charged with heavy duties in assuring that existing Ministry policies and instructions, including the necessary help and guidance to the teaching profession, are carried out. The question is whether, given the staffing, training and organization, the Inspectorate is in a position to act effectively for the Ministry in the new situation created by the problems and the changes which have been described. This is the subject of the next section of our paper.

II. ORGANISATION AND STAFFING OF THE INSPECTORATE

55. The essential problem is that, at a time when the tasks facing the inspectorate in relation to the expansion and reform of education have never been greater, the possibilities of co-ordinated action and feedback seem to have been sharply reduced as a result of a succession of administrative reforms which have not yet been consolidated, and a shortage of professional supervisory staff with the requisite training. The main factors involved are:-

(a) dispersion of the activities of the primary school inspectorate at the central level in relation to the tasks laid down in the Education Law;

(b) regionalisation of inspection accompanied by the introduction of a unified system of school supervision;

(c) lack of qualified personnel at the district and local levels to provide control and guidance of the schools and teachers.

Activities at the Central Level

56. The succession of changes in the administrative structure should be seen against a background of the duties which the inspectorate is supposed to perform. The legal basis for supervision is defined in Article 90 of the Education Law (1955), which lays down that "the aim of supervision is

to guide the technical process of the teaching institutions and assure that they fulfill the ... Law and its relevant regulations, comply with the plans and programmes of study, the official hours, and the health norms as well as instructions of the Ministry of Education and observe civic and moral precepts". Article 91 specifies the legal requirements for the exercise of the duty of inspector and establishes that this task "can only be conferred on qualified Venezuelan masters or professors who have performed at least five years of uninterrupted service in official schools". (Article 70). This same Article establishes that the post of inspector will be granted following a competitive examination including consideration of merit in relation to past work. This requirement is not at present complied with.

57. Article 91 also states that to carry out the duties of supervisor in any of the categories established by the national authorities, the inspector must possess the title of the corresponding level of education and have committed none of the infractions, such as abandonment of post, referred to in Article 130. In other words, an inspector of first-level education must be a qualified "maestro" and an inspector of second level a "professor". Thus, according to the Law, an inspector who is only a qualified "maestro" is not a proper person to inspect basic second-level education, although in practice he seems frequently to be called upon to do so.

58. The General Regulations concerning the implementation of the Law lay down (Article 1) that "the supervision of teaching establishments will be

exercised through the Ministry of Education. Article 3 of the Regulations establishes the functions which will be carried out by inspectors. They are:

(a) To visit "with periodical frequency" the teaching establishments in order to verify the hygienic conditions prevailing in the same, the educational "yield" of teachers and pupils, and compliance with the law, the related regulations and other dispositions as decided by the competent authorities.

(b) Ensure that the educational establishments are provided with the furniture and other teaching materials necessary for their satisfactory operation.

(c) Propose candidates to the Ministry of Education for filling teaching posts.

(d) Propose to the Ministry of Education the advantage of removing official schools, directors and teachers of the same, in conformity with the interests of education.

(e) Undertake enquiries and prepare matters for decision relating to the attestation of disciplinary offences which members of the teaching body may have committed and transmit the cases in the proper legal form.

(f) Provide circumstantial information to the Ministry of Education about irregularities observed during inspection visits which merit the intervention of headquarters, and suggest measures which are considered appropriate in respect of them.

(g) Collaborate with the Ministry of Education in order to bring about the cultural and professional improvement of "maestros" and "profesores" in service.

(h) Encourage spiritual togetherness between "maestros", "profesores", pupils, parents and representatives.

(i) Stimulate moral and material support of the community in favour of teaching establishments.

(j) Accomplish the functions laid down in the Law and relevant regulations and instructions emanating from the competent authorities.

59. Article 4 of the Regulations specifies that, in the first fortnight of September of each year, the inspectors of schools shall submit a detailed memorandum of the activities undertaken during the preceding school year. It may be noted that Headquarters does not require that a detailed plan should be submitted in respect of the coming year. In this sense, there is no national plan for inspection, but rather a series of general directives which emanate from Headquarters in Caracas and which cover the main objectives to which inspection at the regional, zonal and district levels should direct their efforts.

60. We were informed, in this connection, that Circular No. I 2096 of 16 September, 1971, constitutes a general outline of the main activities to be undertaken in the school year 1971/1972. This circular, signed by the Director of Artisanal, Industrial and Commercial Education, summarises the conclusions arising from meetings between representatives of the then Department of Primary Education and Inspectors and school directors in the country in order to agree on the main tasks. They may be summarised as follows:-

(a) Control the achievement of enrolment targets and ensure adequate attendance; ensure that school statistical returns are accurately completed;

(b) Ensure that the school programme is respected as regards school days and the plan of study;

(c) Check on absences of directors and teaching personnel;

(d) Take all necessary steps to ensure that school buildings, furniture and teaching materials are well maintained and that a proper inventory is kept of all property;

(e) Ensure that the "educational community" of parents, representatives and teachers meets at the stipulated times;

(f) Take steps to help parents with the supply of uniforms, books, materials and, in certain cases, school meals in accordance with Decree 567 and arrangements with the National Institute of Nutrition (Ministry of Health) which provides meals in some schools;

(g) Control the establishment, development and evaluation of the teaching plans and programmes of primary education;

(h) Ensure that civic education is satisfactorily carried out;

(i) Ensure that school programmes, textbooks, maps, periodicals, posters and other materials needed for learning are available in adequate quantity and that teachers "use initiative in building up their own resources of these";

(j) Ensure that the dispositions concerning the "integral, cumulative and continuous evaluation" of the progress of the school child are respected and that the results are analysed;

(k) Ensure that inspectors, directors and teachers follow the training courses prescribed by Headquarters and designed to improve their performance.

61. A basic definition of the standards, duties and responsibilities for school directors and for supervisors at district and regional levels in primary education was published as Ministerial Resolution No.P.433 of 28 February 1964. It appears as Appendix I to this paper.

Reform at the Central Level

62. An analysis of these objectives shows that the inspectors at the regional and district levels have a lot to do. But the control of the administrative and technical aspects of their work, which was once unified in the Directorate of Primary Education and Teacher Training in Caracas, is now widely dispersed within the large administrative structure of education in that city and it has become virtually impossible to discern any central planning and guidance of the work of the inspectorate as far as primary education is concerned. The Ministry of Education is large, with more than 500 professional staff occupying six main buildings dispersed over urban Caracas. In the 18 months prior to our visit the organigramme of the Ministry had been revised three times in the light of new thinking on administrative duties, so that it had become a matter of some difficulty to know where defined functions and persons performing them were to be found. A new 18-storey building is now being constructed which will house all the services of the Ministry, and it should be easier to co-ordinate effectively the different activities of the Inspectorate when it is completed.

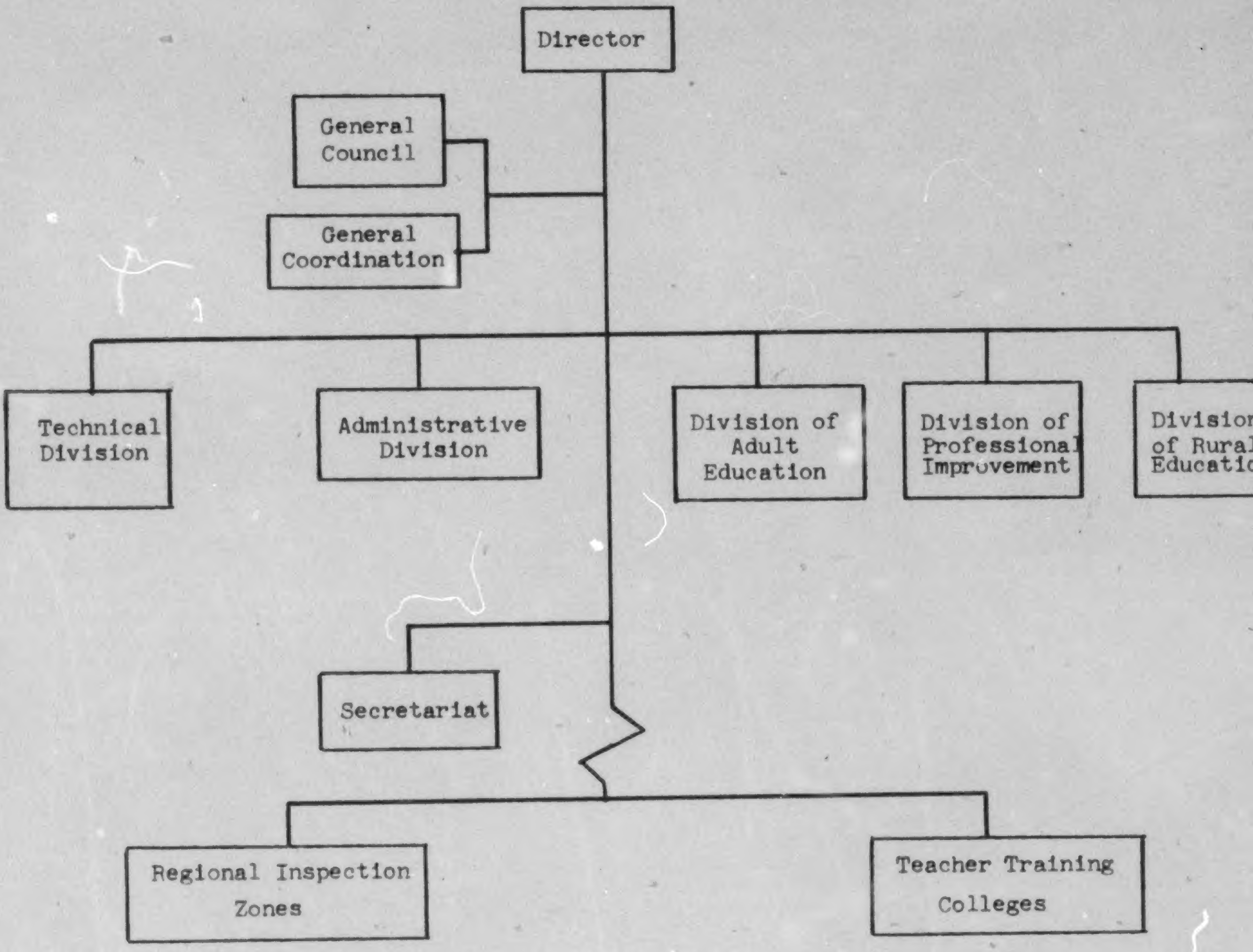
63. In order to trace the development of control in relation to the inspection objectives mentioned in paragraph 58, it is necessary to examine how the dispersion of control has taken place since 1969, when the structure which had been in force since 1958 became subject to a series of changes. Chart 3 shows the 1969 structure of the Directorate for Primary Education and Teacher Training which, since the changes have not been approved by parliament, remained in force in the 1972 budget. The main elements of its organisation and objectives are as follows:

Organisation	Objectives
Technical Division	Co-ordinate, guide, supervise and control pre-school, primary and teacher training education. Prepare plans and programmes and control their execution.
Adult Education Division	Guide, co-ordinate, supervise and control the Centres for popular culture, Centres for cultural extension, Agricultural Commercial Schools, Centres for training in agriculture and stock raising, radio teaching, correspondence courses.
Division of professional improvement	Professionalise teaching and administrative personnel in primary and secondary education.
Division of rural education	Form and re-train the rural teaching force, guide, control and supervise the programme of rural school groups, agricultural schools and rural secondary schools.
Division of administration	Programme the expenditures of the Directorate, school building and maintenance, supply of equipment and materials.

It may be seen from Chart 3 that the primary education and teacher training directorate was responsible for the unified direction and control

Chart 3 : STRUCTURE OF THE DIRECTORATE OF PRIMARY EDUCATION AND TEACHER TRAINING

(in force in the budget of 1972 but modified in practice)


Director
General Council
General Coordination
Technical Division
Administrative Division
Division of Adult Education
Division of Professional Improvement
Divisio of Rural Educati
Secretariat
Regional Inspection Zones
Teacher Training Colleges

of primary education and teacher training, adult education professional training and improvement of teachers and supervisors, as well as the administration of buildings, equipment and materials relating to the institutions it controlled. It will be seen from Chart 3 and this analysis of functions, that the inspection of primary education through the regional inspecting staff formed part of a comprehensive and functional control of the primary system. The direct nature of this control was replaced in 1972 by a more diffuse structure.

64. In 1972, the civil servant designated in the budget as Director of Primary Education and Teacher Training was exercising new functions as Director of the Co-Ordination of the school teaching staff (Coordinacion de la Docencia). In addition, although the posts were included in the budget, he was acting as Director of Secondary (1), special, artisanal, commercial and industrial education. While the budget included provision for three Directors (Primary, Secondary and Artisanal), in practice there was only one Director of Docencia and the other two posts were used for new directorates. It will be seen from Chart 4 that the Directorate for Primary Education and Teacher Training is now part of one large directorate which has been established on an experimental basis, with the aim of unifying the control of all education and, in particular, reducing the isolation of its different levels and types. Within this new framework, primary education has become a division with two departments, of primary urban and rural respectively.

---

(1) Higher education was nominally controlled by the general direction - See Chart 5.

Chart 4 : ORGANIGRAMME OF THE COORDINATION OF THE SCHOOL TEACHING STAFF (DOCENCIA)

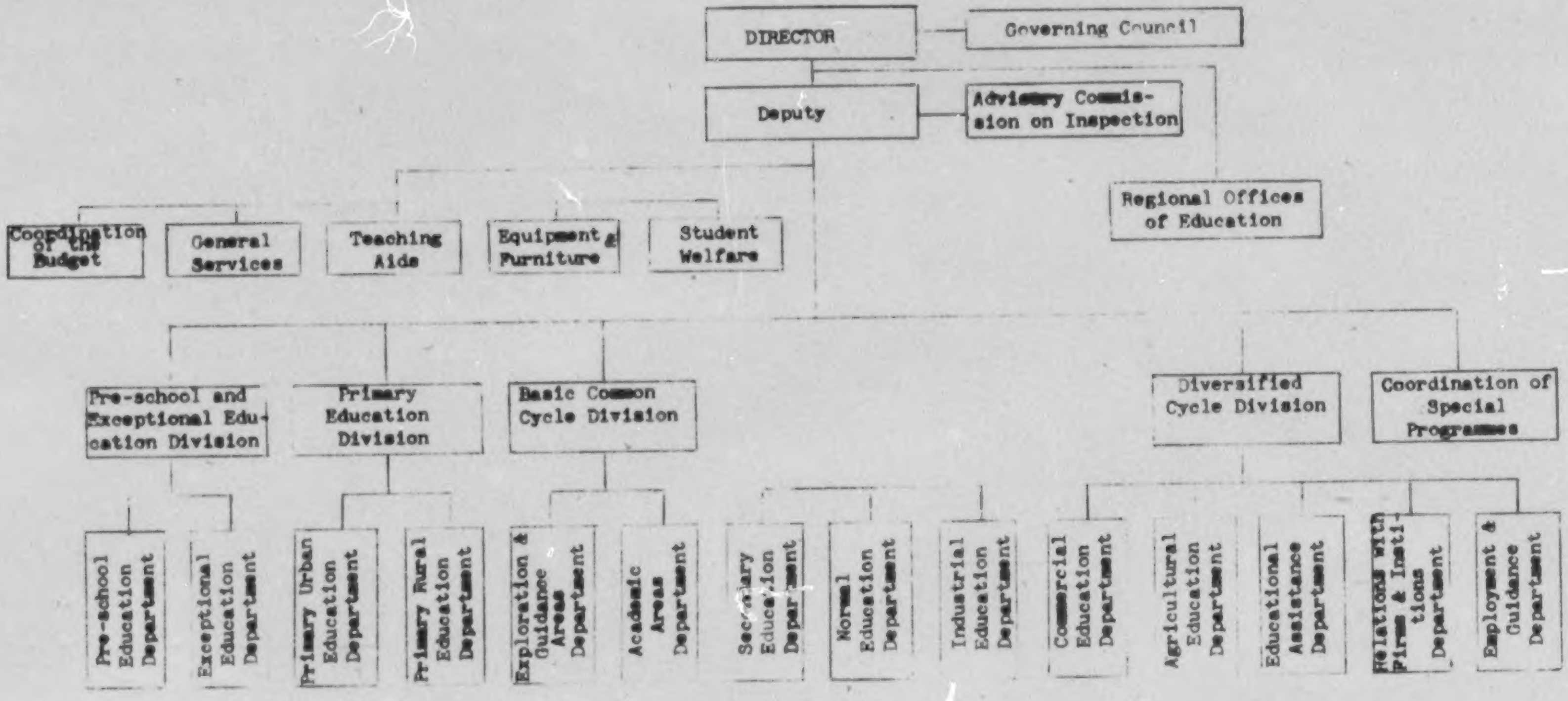
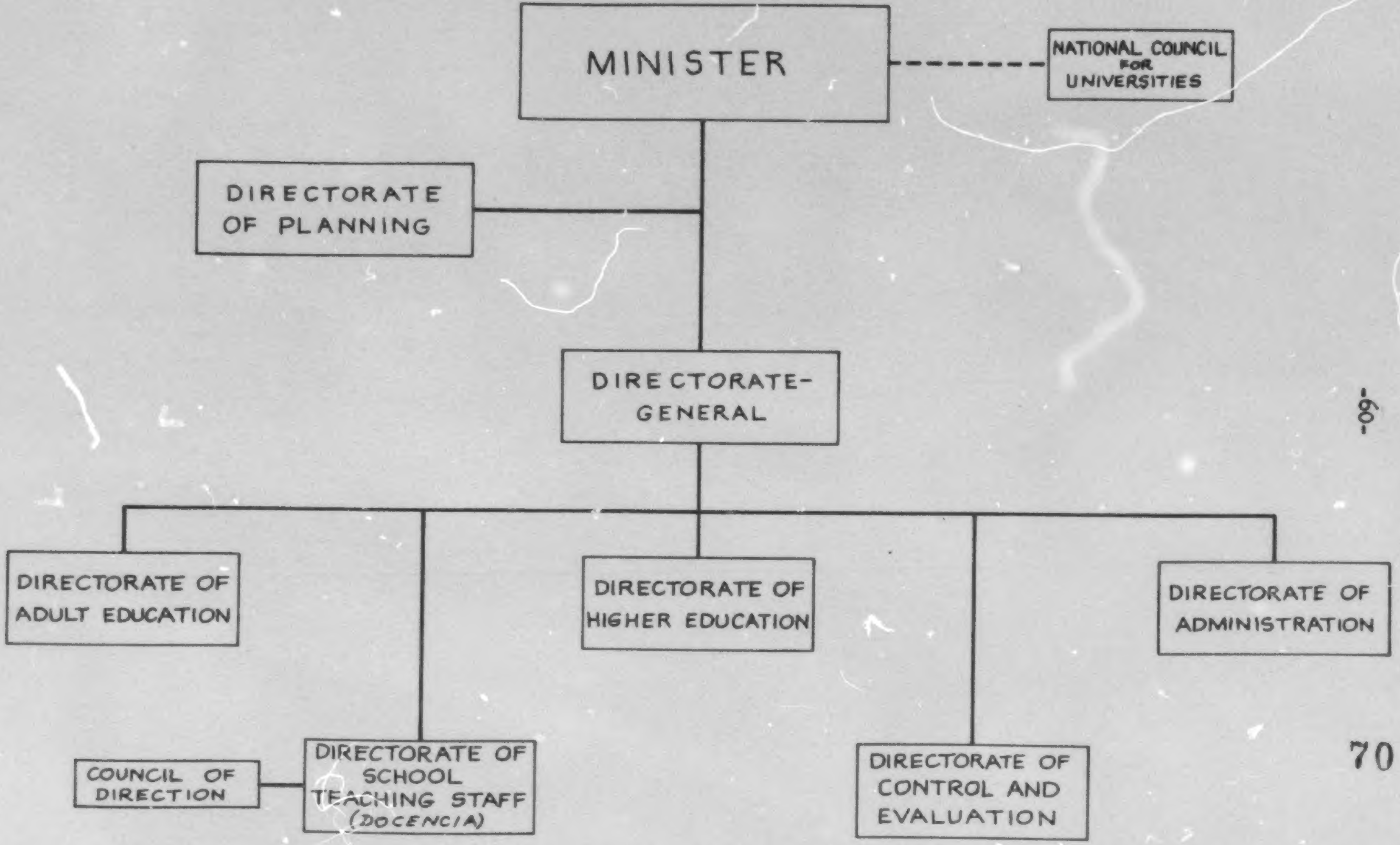

DIRECTOR
Governing Council
Deputy
Advisory Commission on Inspection
Regional Offices of Education
Coordination of the Budget
General Services
Teaching Aids
Equipment & Furniture
Student Welfare
Pre-school and Exceptional Education Division
Primary Education Division
Basic Common Cycle Division
Diversified Cycle Division
Coordination of Special Programmes
Pre-school Education Department
Exceptional Education Department
Primary Urban Education Department
Primary Rural Education Department
Exploration & Guidance Areas Department
Academic Areas Department
Secondary Education Department
Normal Education Department
Industrial Education Department
Commercial Education Department
Agricultural Education Department
Educational Assistance Department
Relations with Firms & Institutions Department
Employment & Guidance Department

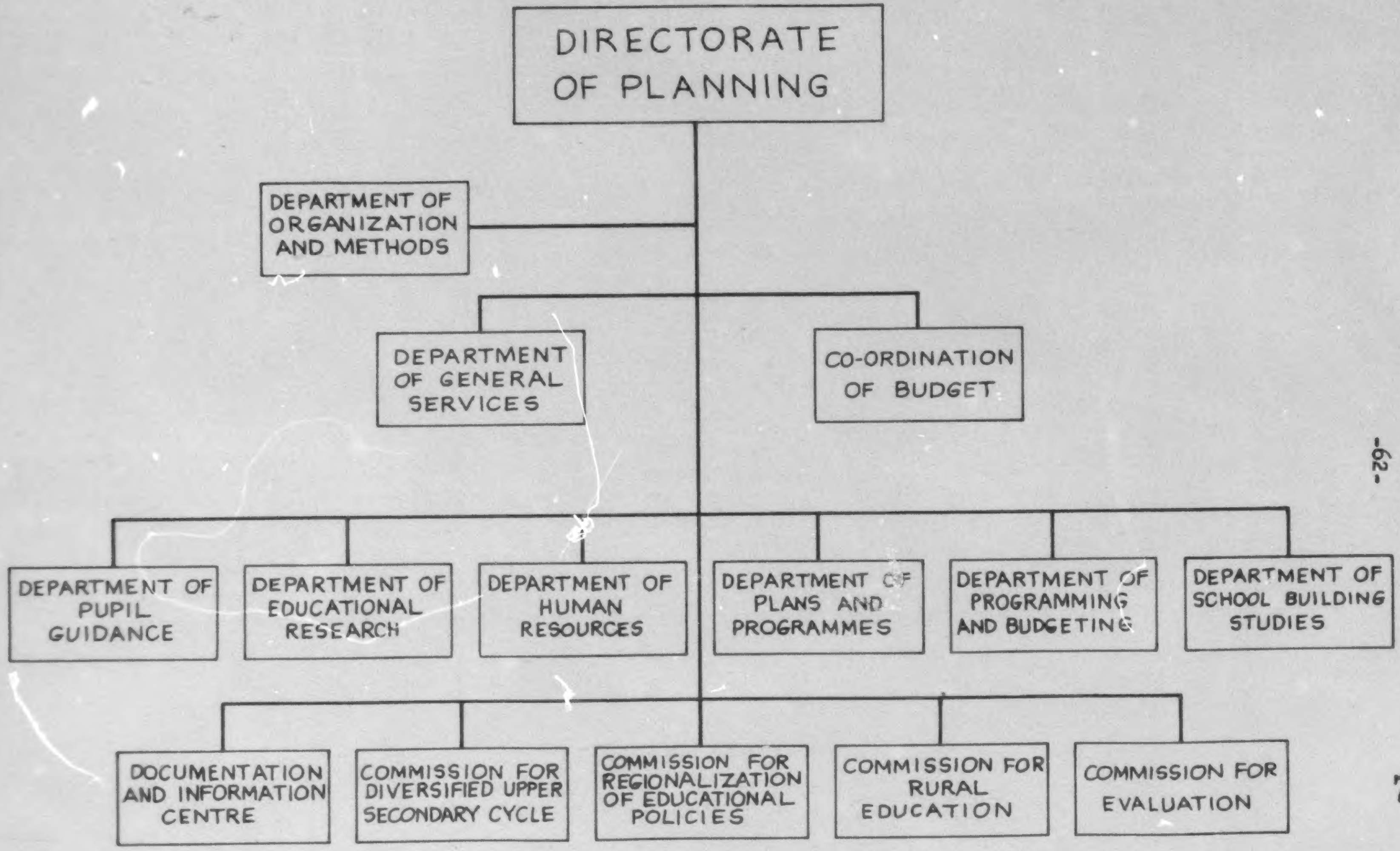
Chart 5 : Structure of the Ministry of Education, 1972.


MINISTER
NATIONAL COUNCIL FOR UNIVERSITIES
DIRECTORATE OF PLANNING
DIRECTORATE-GENERAL
DIRECTORATE OF ADULT EDUCATION
DIRECTORATE OF HIGHER EDUCATION
DIRECTORATE OF ADMINISTRATION
COUNCIL OF DIRECTION
DIRECTORATE OF SCHOOL TEACHING STAFF (DOCENCIA)
DIRECTORATE OF CONTROL AND EVALUATION

65. It was noted that the Technical Division of the former Directorate of Primary Education and Teacher Training had lost control of pre-school Education, which has become an independent division with two departments, pre-school and exceptional education. It has also lost its department of plans and programmes, this function being transferred to EDUPLAN (see Charts 5 and 6). That organisation is now fully responsible for the elaboration of all plans relating to the reform and expansion of education and for the financial control of plan execution. The new directorates of "Docencia" and "Administration" (See Chart 5) are nominally responsible for the execution of plans in their teaching and administrative aspects; however, the delineation of functions as between them is not clear since there is no longer a unified channel of communication as between Headquarters and the regions and districts. Communication between Docencia and Eduplan takes place through periodical Directors' meetings, through reports on the progress of programmes made in the different regions and transmitted through Docencia to Eduplan, and through the co-optation of inspectors to work in the relevant departments, for example, curriculum reform of Eduplan. Since our visit, the Director of Eduplan has become Director-General of Education, while retaining his responsibilities in Eduplan.

66. The former Directorate of Primary Education and Teacher Training has also lost control of Teacher Training, which (see Chart 4) is now a new department in the Division of Diversified Education (second-cycle secondary). Control of studies and evaluation in primary schools has become the responsibility of a new

Chart 6 : Organisation of Eduplan


DIRECTORATE OF PLANNING
DEPARTMENT OF ORGANIZATION AND METHODS
DEPARTMENT OF GENERAL SERVICES
CO-ORDINATION OF BUDGET
DEPARTMENT OF PUPIL GUIDANCE
DEPARTMENT OF EDUCATIONAL RESEARCH
DEPARTMENT OF HUMAN RESOURCES
DEPARTMENT OF PLANS AND PROGRAMMES
DEPARTMENT OF PROGRAMMING AND BUDGETING
DEPARTMENT OF SCHOOL BUILDING STUDIES
DOCUMENTATION AND INFORMATION CENTRE
COMMISSION FOR DIVERSIFIED UPPER SECONDARY CYCLE
COMMISSION FOR REGIONALIZATION OF EDUCATIONAL POLICIES
COMMISSION FOR RURAL EDUCATION
COMMISSION FOR EVALUATION

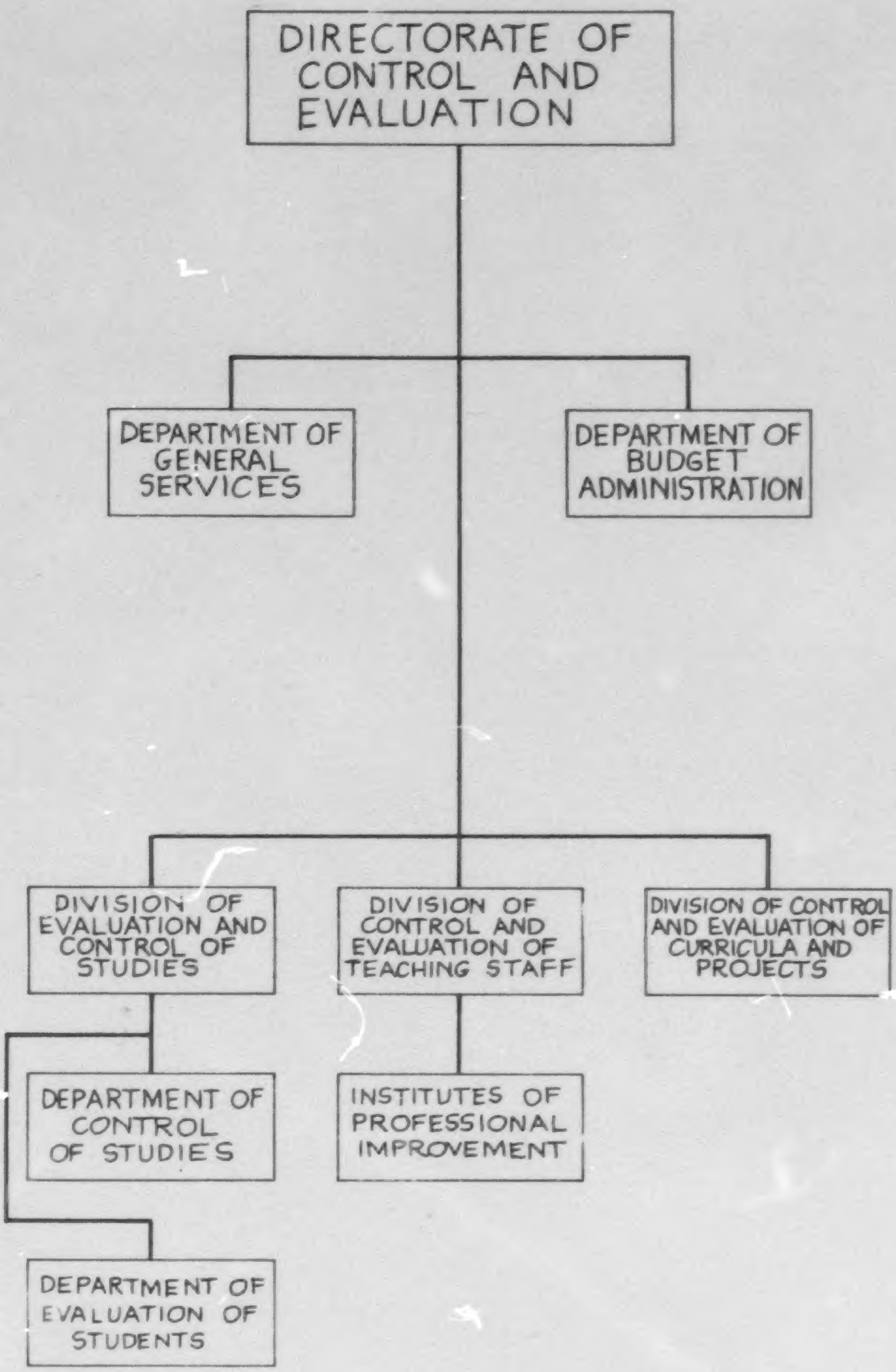
Directorate of Control and Evaluation (see Chart 7) which has taken over the professional responsibilities of the former Directorate, and those of the other levels of education, in respect of control and evaluation of studies, evaluation of teaching personnel and evaluation of curricula and projects. As a consequence of this change, the Institute for Professional Improvement of Caracas, the Centre for the Training of Rural Teachers (El Mácaro) and the Inter-American Centre for Rural Education at Rubio (Táchira, in the Andes) now depend directly on the Directorate of Control and Evaluation. It is difficult to determine whether this change was decided on the basis of making one institution responsible for evaluation of programmes, pupils and teachers for all levels and types of education, in which case communications, with the inspectorate in the field, have been rendered more difficult, or whether it was made in the light of political factors relating to the appointment of the Head of the Directorate. It seems likely that the latter factor was given greater weight.

67. It will be noted also that the Administrative Division of the Directorate of Primary and Teacher Training has also disappeared. Its functions have been shared between the Directorate of Administration and General Services (Chart 5)and the Budget Co-ordination, Teaching Aids and Equipment and Furniture Sections of Docencia (see Chart 4).

Tasks of inspectors at central and other levels

68. The Director of Docencia has a Deputy who is supposed to co-ordinate the work of the Directorate. The Deputy is assisted by an Advisory

Chart 7 : The Directorate of Control and Evaluation


DIRECTORATE OF CONTROL AND EVALUATION
DEPARTMENT OF GENERAL SERVICES
DEPARTMENT OF BUDGET ADMINISTRATION
DIVISION OF EVALUATION AND CONTROL OF STUDIES
DIVISION OF CONTROL AND EVALUATION OF TEACHING STAFF
DIVISION OF CONTROL AND EVALUATION OF CURRICULA AND PROJECTS
DEPARTMENT OF CONTROL OF STUDIES
INSTITUTES OF PROFESSIONAL IMPROVEMENT
DEPARTMENT OF EVALUATION OF STUDENTS

Commission which co-ordinates the work of the four divisions of the Directorate and the co-ordination of special projects. This Commission is staffed by three inspectors who are included in the Budget of the Primary Directorate. The Commission presents the programmes of inspection of all types to the Director for his approval. The Heads of the eight Regional Offices for Education are directly responsible to the Director of Docencia, and since this Directorate supervises all levels and types of education, it has the largest volume of programme work of any Directorate in the Ministry. It will be seen from Chart 4 that, in addition to four line Divisions and a Special Programmes Division, the Director of Docencia has five offices within his Directorate, which are concerned, respectively, with budget co-ordination, general services, teaching aids, furniture and equipment, and student welfare.

69. The Division of Primary Education is the most important of the four line Divisions, as regards the number and duties of the Inspectorate. There is a tendency for primary inspectors to be employed on administrative duties the scope of which goes beyond the first level of education. The Division of Basic Common (secondary) Cycle is staffed by two groups of inspectors, the first drawn from the former Directorate of Artisanal, Commercial and Industrial Education, which is now responsible for supervising the three-year lower secondary cycle of "exploration and guidance"and the second from the former Directorate of Secondary Education, which now forms the Department of Academic Areas. The inspectors for the Division of Diversified (upper

secondary) Cycle have been drawn from the Technical and Administrative Divisions of the former Directorates of Secondary and Artisanal Education respectively. The Division of special programmes also contains some inspectors from the former Secondary Education Directorate, and is concerned with such matters as student centres, educational community, theatre and music and other activities. The importance of this new structure for our study lies in the fact that the Divisions other than Primary are faced with immense tasks in connection with the reform of the two cycles of secondary and that the primary inspectorate is required to a growing extent to fulfill a "fireman" function in dealing with problems outside the first-level. Thus, at the time of our visit, the primary inspectorate at the national level was deeply involved in the work of introducing the programmes of the Diversified (upper secondary) Cycle.

70. The Head of the Division of Primary Education is responsible (see Chart 4) for two departments: Primary Urban and Primary Rural, staffed by national inspectors from the Technical and Rural Divisions of the former Primary Education and Teacher Training Directorate, and located in two buildings. In each of the eight Regional Offices for Education, the Regional Supervisors for Primary Education are distributed according to the 1968 structure which, as mentioned above, is still the legal structure. In 1968, there were 21 regional zones and 21 supervisors for first-level education. Today, the same number of supervisors are distributed, following the regionalisation reform of 1969, between the eight Regional

Offices. For example, in the ROE (Regional Office for Education) Capital (Caracas, etc.,) there are two zonal supervisors for Zone 1, which comprises the Federal District, and for Zone 17, which includes the State of Miranda. These supervisors now work directly under the Head of the ROE and not the Director of Primary Education and Teacher Training in the Ministry. Some regional supervisors of primary education have the same responsibilities for the inspection of their zone as they had in 1968, but are now responsible to the Head of the ROE, whereas others are carrying out other duties but, for the legal and budgetary reasons mentioned above, are still classified as Regional Supervisors of Primary Education. It was not possible, therefore, to ascertain to what extent the inspectorate structure, which seems to have worked rather well between 1958 and 1968, was still functioning in its entirety.

71. Under the Regional and Zonal Inspectors are the District Inspectors; each zone, for primary, being divided into three, four or five school districts according to the size of the school system and its geographical area. As assistants to the District Inspectors there are a certain number of "advisory women teachers" (maestras asesoras), whose task is to provide special assistance to the teachers of Grades I and II of primary. These assistants report to the Institute of Professional Improvement of Teachers, which is, as we saw above, under the control of the new Directorate for Control and Evaluation, separate from Docencia.

72. In each zone for primary inspection there is a supervisor for rural education whose function is to co-ordinate and supervise the work of the rural school groups and farm schools. The rural supervisors today report to a regional co-ordinator for rural education. In the 1968 structure, the rural supervisors were directly responsible to the Head of the National Division for Rural Education, which was part of the Directorate for Primary and Teacher Training. Today there are three intermediaries between the rural supervisor and the national Department for Rural Education, namely the Regional Co-ordinator for Rural Education, the Regional Co-ordinator for Teaching Staff of the ROE and the Head of the ROE.

73. The main task of the inspectorate at the national level was seen by the Director of Docencia to be that of making inspection effective. Many schools were not being visited by regional, zonal and district inspectors and the new programmes, prepared by EDUPLAN and methods of evaluation, prepared also by EDUPLAN, and now the responsibility of Control and Evaluation, required that inspection should be improved. Consequently national inspectors were required to inspect the work of regional and district supervisors, inspect and recommend measures for the improvement of the organisation and work of the ROE, and also assist in the preparation of special measures to solve particular problems. Between February and May 1972, 500 visits had been made to regions and districts by national supervisors, the main priorities for their work being the organisation of the recruitment of teaching personnel for the 1972/1973 year, and preparation of the introduction of the diversified (upper secondary)

programmes of education. However, Docencia does not possess at present a plan document, broken down by the different programme objectives in respect of the work of each region in developing primary education. This would seem necessary if the achievement of the numerous general objectives which have been laid down is to be effectively assisted and controlled. But it is a difficult task because of the dispersion of control relating to primary education within the Ministry.

74. The work of the primary inspectorate at the central level was organised, it was stated, on the basis of meetings between the Heads of the Departments of Urban and Rural Primary and their national inspectors. At these meetings the specific plans for the inspection visits of the latter to the different zones and school districts are drawn up in terms of timing and itineraries.

75. The duties of the Central Inspectorate would appear to be largely administrative and directed towards ensuring, through inspection, that the ROE and district inspectors are carrying out the duties specified in paragraph 59 above. It would seem that the duties of professional assistance to the teaching profession, which were undertaken up to 1968 by the Technical Division of the Primary and Teacher Training Directorate, are no longer being undertaken in any substantial sense at the national level. The Directorate of Control and Evaluation and its dependent training institutions is now responsible for the tasks of the former Technical Division. In the budget, 24 professionals are attached to this Directorate (see Chart 7) of which Control and Evaluation of Curriculum and

Projects Department (10), Control and Evaluation of Pupils (8) and Evaluation of Teaching Personnel. But, in practice, the staff located in the Directorate is substantially smaller since the work of evaluation and development of curricula is the responsibility of EDUPLAN, and the staff has been seconded in part to that body. The work of the Control and Evaluation Directorate would seem to be confined to the matters already mentioned, namely:

(a) Control of student examinations.

(b) Control of three institutions of professional improvement.

(c) Control of the examination for teacher recruitment.

There are, at present, no arrangements for the systematic assessment of teacher performance.

Staffing of the inspectorate at the central and regional levels

76. An analysis of the expenditure authorisations budget for 1972 (1) shows that a sum of 23.3 million bolivares was allocated for the direction and co-ordination of the primary education and teacher training directorate and for the supervision and regionalisation of educational policies. This sum represented 27.4 per cent of the total expenditures on administrative items of the Ministry of Education and 1.1 per cent of total approved recurrent spending on education. Total spending on administration, including the 9 Directorates of the Ministry and excluding all teaching expenses and debt servicing items, by the Ministry amounted to 85.0 million bolivares or 3.9 per cent of the recurrent budget.

---

(1) Budget Law for 1972. Tome 1, Expenditures, General Summary, pp. 14 - 18.

77. In the 1972 budget, which reflects the staffing of the Primary and Teacher Training Directorate unchanged in the period 1959 to 1968, 60 professionals, as classified under Volume 3 of the Budget (Officers with fixed, non-teaching duties) were attached to the Headquarters of the Directorate in Caracas. Table 10 shows that, in addition to the Director of Docencia, there were 21 inspectors (1), including one Head of Division actually employed in the Division of Primary Education, according to the practical arrangements for Docencia, which have been described above: 10 inspectors were employed in the Rural and 11 in the Urban Departments of the Primary Division respectively. Eight of the rural inspectors were responsible for the control of supervision in each of the regions, while two were used for evaluation of progress and planning matters. Four of the urban inspectors were permanently employed in assisting in courses for the establishment of the new primary curriculum and the remaining seven were stated to constitute a mobile body used at the discretion of the Head of Division in respect of particular problems. The remaining 37 inspectors, mentioned in the budget, were engaged in non-supervisory activities for example in EDUPLAN and the Directorate of Adult Education, or duties in Docencia outside the Primary Education Division.

78. In addition, it should be noted that, as a result of political factors, a proportion of these personnel included in budget authorisations may not,

---

(1) Plus teachers on special duties and "co-ordinators".

Table 10 : 1972 Budgetary Authorisations for Officers (non-teaching duties) in Headquarters Primary Education and Teacher Training Directorate and their actual employment in Docencia

Duties	Monthly Salary $	Budget Authorisations	In Headquarters
Director	1 194	1	1 (Docencia)
National Inspectors (Grade II)	762	4	2
National Inspectors (Grade I)	710	14	5
National Inspectors (Specialists)	660	20	6
National Inspectors (Auxiliary)	532	12	4
National Inspectors (Physical education)	502	2	2
National Inspector (Farm schools)	486	1	-
National Inspector (Music)	502	1	-
National Inspector (Assistant to one Grade II Officer)	748	1	-
National Inspector (Head of Service)	786	2	1
Teachers (Secondary) Special duties	456	2	5
Teachers (Primary) Special duties	490	-	2
Coordinators of special activities	500	-	3
TOTAL		60	31

Source. Ministry of Education, Budget and Staff Data.

Note. Whereas the 1972 Budget authorised 58 inspectors in the Directorate, in practice there were only 21 (i.e. less teachers and coordinators).

in fact, be performing work commensurate with the salary and responsibility of the post concerned, since they do not enjoy the confidence of the authorities. The absence of a non-political civil service means that, after each election, a number of officials are "pintados en la pared", literally "painted on the wall". They remain inspectors but are posted to tasks which may be of a less clearly-defined nature involving less responsibility. This practice, besides being expensive, results in a reduction in the service provided by the Inspectorate to the teaching profession. It was not possible to obtain clear data on the precise nature of the national inspectors' tasks. With the exception of the four urban inspectors, mentioned duties would seem to be mainly administrative and not all of them are concerned with first-level education.

The Inspectorate in the Regions

79. In contrast with some other countries, the inspectorate serving the educational regions is virtually up to strength as established by budget authorisations. The overall strength of the inspectorate located in the eight regions is 830 on a budget authorisations basis, made up as shown in Table 11. Of these, 206 are inspectors, 12 of whom are women. The remainder are directors of rural school groups (male) and teaching advisers (female) to the rural groups or to urban classes 1 and 2 of primary.

80. Unesco advisers in certain countries have used a standard ratio of one inspector to 100 primary teachers as a measure of requirements.

Table 11 : Inspectorate in the Educational Regions; 1972 Budget Authorisations and in post(1)

Duties	Authorised	In post
Regional inspectors	21	21
Inspectors of rural education	21	21
Auxiliary inspectors	2	-
Inspectors of physical education	20	20
Inspectors of school districts	142	142
Directors of rural school groups	298	298
Demonstration teachers (rural school groups)	234	234
Teacher advisers (first grades)	92	92
TOTAL	830	828

(1) As of July 1972.

although it is normal to accompany this measurement by a fairly precise assessment of the actual contribution of the inspectors in terms of administrative tasks and helping the teachers respectively. In the present case, if the total number of 830 inspectors and what are in fact inspecting assistants is taken, the ratio was one inspector to 63 teachers and 13 schools. If, however, account is taken of the truly remarkable attempt by the Venezuelan authorities, since 1959, to assist rural teachers, then 553 of this total who are engaged in inspecting and helping rural schools should be related to the 10,501 teachers in 6,778 rural schools. this gives a ratio of one inspector to 19 teachers or to 12 schools. This wealth of advisory personnel for the rural schools represents a serious attempt to assist the teachers, particularly those in single-teacher schools. It merits much study. In particular, the question should be asked as to whether, given the situation in rural schools mentioned above, a different policy aimed at utilising Venezuela's relatively superior road transport system and concentrating on larger, partly residential rural schools would not allow a more balanced distribution of supervisory staff as between rural and urban schools respectively.

81. Only 275 out of 828 inspectors and inspecting assistants were available for inspection of 3,731 urban schools employing 41,765 teachers, which gave a ratio of one inspector to 13 schools and 152 teachers. Some four-fifths of urban schools are "graduadas", that is they employ at least

one director and more than one teacher. The supervisory function exercised by the inspectorate in the case of rural schools is not so necessary in the case of urban schools, so long as school directors are helping the teachers rather than administering the schools in a purely bureaucratic sense. Our impression, however, was that a further major effort of training school directors to assist the teachers in respect of implementing the reform of the curriculum and methods of evaluation is necessary and that the urban inspectorate is rather thinly spread to do this job. Out of 275 urban inspectors, 92 are teacher advisers to urban school Grades 1 and 2 and have close and useful contacts with the teachers. It would seem that classes 3 to 6 do not receive the same degree of attention although recently teacher advisers have been employed with the higher grades. There are 21 regional inspectors (i.e. inspectors of zones) and 142 inspectors of school districts, but these persons are obliged to carry out the various management tasks included in their duties. Their brief visits to the classrooms would seem more concerned with noting whether prescribed activities have been carried out, than discussing with school directors and teachers how they have been carried out.

82. It may be noted that of the nine subjects included in the new plan of studies for first-level education, only one, physical education, has been provided for with a subject inspector in 20 out of 21 zones. The inspectors and inspecting assistants are, in the main, former primary

school teachers who have received additional training, discussed below, for their duties. They are not generally able to provide the superior knowledge and advice, eagerly sought by the teachers, which a body of subject inspectors in the other eight specialisations could provide.

83. Table 12, which shows the distribution of inspectors by zone, indicates that numbers have not been adjusted in recent years to take account of the rapid growth of education in urban centres. Thus, the highest ratios of teachers to inspectors are to be found in the two zones (Federal and Miranda) which are now included in the Capital Region and in Zulia, in which Maracaibo, the second largest city of Venezuela, is situated, whereas the lowest ratios occur in the mainly rural zones, for example in Cojedes which lies in the north of the Orinoco basin. It may be noted, however, that while the average size of school is usually larger in urban areas, there is no clear pattern as regards the schools/inspector ratio: it is lowest in the Federal zone. The importance of distribution policy and of its articulation in relation to defined criteria lies in whether the inspecting force can achieve improvement of teaching and learning as well as undertake the necessary management tasks. As we shall discuss below, this is at present difficult. A conclusion reached by the First National Seminar on Educational Supervision (1) (Barquisimeto 1964) still seems valid as regards the inspectors, though not valid for the

---

(1) Quoted by Professor R. Lerner de Almea: "The reform of the system of supervision". Educación, December 1971.

Table 12 : Distribution of Inspectors by Zone

Zone	Inspectors	Schools	Teachers	Schools to 1 inspector	Teachers to 1 inspector
1. Federal	25	661	7 886	26	315
2. Anzoategin	9	474	2 420	53	270
3. Apure	5	300	810	60	162
4. Aragua	10	302	2 289	30	229
5. Bolivar	5	414	1 903	46	211
6. Carabobo	11	417	2 928	37	266
7. Falcon	11	712	2 313	64	210
8. Lara	14	731	3 164	52	225
9. Merida	8	653	1 654	81	207
10. Monagas	9	340	1 608	38	178
11. Portuguesa	7	420	1 344	60	192
12. Sucre	11	750	2 470	68	224
13. Tachira	12	777	2 605	65	217
14. Trujillo	8	588	2 017	73	251
15. Zulia	16	872	6 367	54	398
16. Guarico	9	298	1 397	37	175
17. Miranda	11	734	4 922	67	447
18. Yaracuy	7	331	1 398	47	198
19. Barinas	5	316	954	63	191
20. Cojedes	6	169	556	28	92
21. Nuevo Esparta	4	110	729	27	182
TOTAL	206	10 369	51 734	50	251

Note: Data on inspectorate arrangements in the Amazonas and Amacuro territories are not available.

inspecting assistants: "the form in which the supervisory services are organised as well as the activities which are assigned to them have made of the supervisory function a system of control which is characterised by administrative routine". The examination of the role of the inspectorate in the conditions created by the regionalisation of educational administration will be the subject of the next section of this report.

Inspection Activities at the Regional and Local Levels

84. Regionalisation of supervision was decided by the Government in 1969 following the report of a Commission established in 1967 under the aegis of EDUPLAN to prepare a plan of reorganisation of Venezuela's supervisory services. This plan has not been approved by parliament and consequently the budget authorisations for personnel are still expressed in terms of the former 21 regions (zones according to the reform) and 2 special areas. At the same time, the central authority in Caracas remains firmly in control of all financial and educational decision-making. It would seem that the reform, which has considerable potential for balanced regional development, has introduced a new level of control between the zone and the central authority, but that regional control has not yet become a reality.

85. The eight regions are those designated for economic as well as social planning. The reasons for the reform were set out in a document (32)

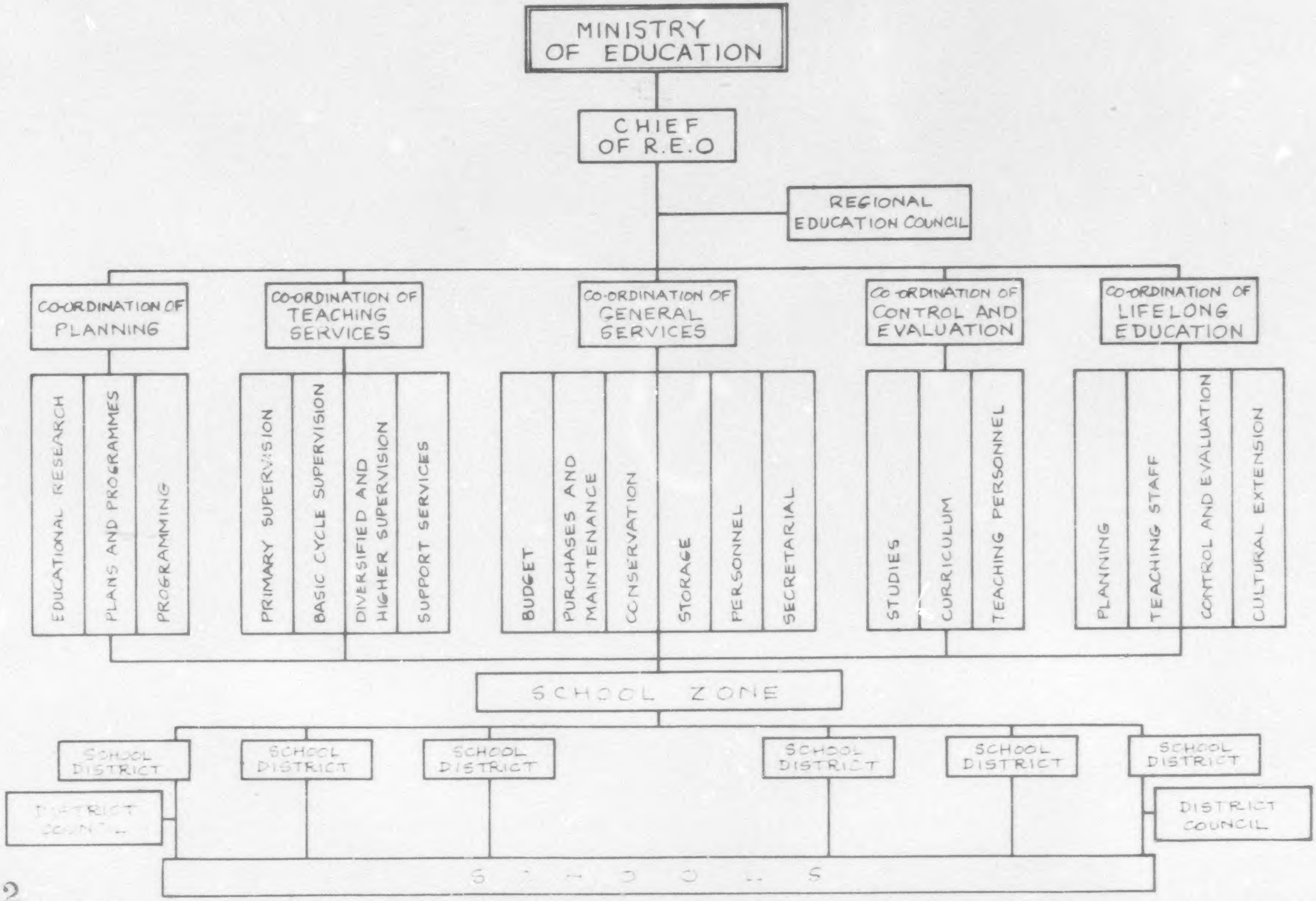
prepared by Eduplan in November 1970. It was stated that the proposed system was based on the principles of "regionalisation, decentralisation, integration, coordination and continuity". It was stated that regionalisation was necessary in order to take account of regional economic, social, cultural, geographic and political differences and needs, and to ensure balanced development as between these and the efficiency of administrative arrangements. The Minister would transfer to each region those functions which he judged should be performed by it. Within the region, services would be so organised as to achieve "harmonious and coordinated unity" and efficient guidance to the various levels and types of education so as to avoid waste of resources and duplication of functions. The structure adopted by the region should be similar to that of the central administration in order to reach the greatest possible harmonisation in the development of programmes.

86. In carrying out the reform of educational administration, the Government created eight regions (see attached map), incorporating the former 21 states and 2 special authorities. They incorporated the 21 primary inspection zones as well as eight secondary and five technical inspection zones. A Chief, Regional Education Officer was designated; this is a political appointment. He is responsible to the Co-ordination of Docencia Central Level (Caracas) for the administration of education in the region and for the maintenance of relations with official and private education, cultural and scientific bodies in the region. The Regional Education Office (see Chart 8) includes five sections, duplicating those created in the National Ministry of Education in Caracas, as a result of the reform mentioned above, as well as a Regional Education Council. These sections, although employing a substantial number of personnel, were not yet carrying out the full duties envisaged due to the fact that the division of labour as between Caracas and the regions has not been completed. They are as follows:-

(a) Coordination of planning

Responsible for the planning of education in the region in accordance with instructions from Caracas. It is intended that it will undertake

CHART 8. Organigram of the structure and functions of the Regional Offices of Education (R.E.O.s)


MINISTRY OF EDUCATION
CHIEF OF R.E.O
REGIONAL EDUCATION COUNCIL
CO-ORDINATION OF PLANNING
CO-ORDINATION OF TEACHING SERVICES
CO-ORDINATION OF GENERAL SERVICES
CO-ORDINATION OF CONTROL AND EVALUATION
CO-ORDINATION OF LIFELONG EDUCATION
EDUCATIONAL RESEARCH
PLANS AND PROGRAMMES
PROGRAMMING
PRIMARY SUPERVISION
BASIC CYCLE SUPERVISION
DIVERSIFIED AND HIGHER SUPERVISION
SUPPORT SERVICES
BUDGET
PURCHASES AND MAINTENANCE
CONSERVATION
STORAGE
PERSONNEL
SECRETARIAL
STUDIES
CURRICULUM
TEACHING PERSONNEL
PLANNING
TEACHING STAFF
CONTROL AND EVALUATION
CULTURAL EXTENSION
SCHOOL ZONE
SCHOOL DISTRICT
SCHOOL DISTRICT
SCHOOL DISTRICT
SCHOOL DISTRICT
SCHOOL DISTRICT
SCHOOL DISTRICT
DISTRICT COUNCIL
DISTRICT COUNCIL
SCHOOLS

educational research, plans and programmes to adapt the curriculum to regional needs, and budget programming needed for preparation of programmed budget at the regional level(1). At the time of our visit (two regions), the sections were engaged in the preparation of statistical returns (consolidation of zonal data) and of enrolment estimates for September 1972, based on estimates made by school directors, channelled through district and zonal supervisors. This information is sent to the Statistics Section of Eduplan. Communications in respect of budget authorisations are made with the budgetary section of Eduplan, which must approve all expenditure. Communications about school building and repair must pass from the section to the Budget Section of Eduplan, whence, if approved, they are communicated to the Ministry of Public Works. There would seem to be considerable difficulty in obtaining priority for school building and repair within the regional programmes of the Ministry of Public Works.

(b) Coordination of General Services

Is responsible for "resource management and the provision of basic services, it will progressively take over in the region the administration of the budget relating to maintenance of buildings, purchases, personnel, secretariat, archives and correspondence". At the time of our visit, this section was undertaking duties relating to the last three mentioned functions, all major items relating to buildings, purchases and personnel requiring authorisation and freeing of funds by Caracas. Salaries are paid fortnightly at Caracas. An officer from each region goes to Caracas for two or three days every fortnight, in order to collect the salary cheques for the region and settle outstanding individual cases. Pay officers from each zone, collect the cheques from the regional headquarters and distribute them through the districts. It was stated that the Ministry in Caracas saves more in interest on its balances than it spends in travel expenses of officers from the eight regions, and hence it was thought preferable to maintain detailed central control: this would seem to be an interesting point for study. Caracas also pays the inspector's travel allowances; at the time of our visit, some delay was reported in this field. School equipment and visual aids are stored centrally in Caracas and are moved to the region when indented for; we were informed that the equipment supply situation had improved recently. Personnel selection is decided by the Director of Docencia in Caracas on the basis of recommendations made by the Chief of the Regional Education Office; normally they are accepted. Similarly, major problems regarding discipline are referred, with recommendation, to Caracas.

---

(1) Source. Professor R. Lerner de Almea. op.cit.

(c) Coordination of Teaching Staff (Docencia)

Is responsible for "the efficiency of the educational system and ... the planning and execution of the programme of supervision", so as to improve the quality of education as well as to advise on the interpretation and correct application of study plans and teaching programmes in the various levels and types of education. This section is organised according to the view, as in the Ministry in Caracas, that supervision should be unified in the same way as the school system itself, i.e. pre-school, cycle of general education, cycle of diversified education. It is hoped to establish special units in each region for support and guidance of the teachers and also units for training in the use of visual aids in teaching. Meanwhile, the problem, with a great shortage of inspectors for basic education and diversified education, is the integration of district inspectors and assistant inspectors into the new structur This involves visits of these inspectors, whose background relates to primary education, to institutions which were formerly classified as secondary; relations between inspectors and school directors are not always easy in this regard.

(d) Coordination of Control and Evaluation

As in Caracas, this Section is responsible for evaluation of pupils, teachers and institutions. Its activities seem to be confined to the examination of pupils, and the new arrangements for teacher entry by examination. It also makes arrangements for in-service training of teaching and administrative personnel in the three official institutions which have been mentioned.

(e) Coordination of life-long adult education

Is responsible for the implementation at regional level of programmes of adult education in accordance with the policy and plans of the central directorate for life-long adult education.

87. Each region contains a number of zones, formerly known as regions, they are the 21 States and two special areas of Venezuela, headed by a zonal inspector, and each zone has a number of district inspectors and assistant inspectors who have direct contact with the schools, directors and teachers, and the parents associations. The regionalisation programme defined the duties of district inspectors as regards the supervision of teaching and learning as well as the administrative tasks. In addition, measures were to be taken to bring all educational institutions in each district within the inspection and guidance process paying particular attention to areas of difficult access and frontier regions. The Regionalisation Commission of Eduplan has produced a valuable report on this topic, which has shown the importance of linking school development, and its supervision, with general economic development.

88. Coordinating Education Councils were to be established at the regional, zonal and district levels. These councils were to include the main officials of the regional or district offices and also officials representing all educational programmes which are being undertaken in the

region or district by other Ministries and autonomous bodies, by units undertaking sectoral development programmes and by the leaders of the community. At the time of our visit to the West Central Region, we saw numerous working papers which indicated that the zonal supervising council for Lara zone (capital Barquisimeto) was functioning efficiently; it included the inspectors and assistant inspectors of the zone. We were informed that, in the other three zones, (Falcón, Portuguesa and Yaracuy, except for certain minor exceptions), there were more difficulties, and we were only able to see a zonal rather than a regional plan for inspection. It would seem that the pre-reform arrangements whereby the Chiefs of the 21 zones exercised the main responsibility for supervision on behalf of Caracas, still remain virtually unchanged, except that communication is now thoroughout the region, and there is still some way to go before regional coordinating councils effectively coordinate education in their region.

Work plans for zonal and district inspection

89. The zonal and district inspectors, together with their inspecting assistants, are guided in their work by a general plan of inspecting activities. This is drawn up prior to the beginning of each school year. Progress is evaluated at the district and zonal level in January, April and August. A report on the work of the inspectorate in relation to the achievement of general guidelines specified by the Ministry of Education in the previous year, see for example paragraph 59, is required from each region by the beginning of the new school year. In both the periodical and annual reports, a distinction is made between plan objectives and those not achieved.

90. The work plan refers to the general objectives for inspection laid down by the Ministry of Education, and mentioned above. Inspection should be better planned and coordinated and plans should be made for visits, meetings and interviews so as to make it effective. The organisation and administration of the school should be improved; work plans, archives, attendance, social activities (parents' association, library, red cross,

youth groups), regulations should be brought up to date. Buildings and equipment should be maintained through improved coordination with parents' associations and as between the inspectors and headquarters. Constant attention should be given to the professional and cultural improvement of teaching and administrative personnel. The social and cultural importance of the school in relation to Venezuelan and Latin American development should be promoted.

91. It is perhaps worth specifying the documentation which has to be prepared at the different levels of inspection, in relation to the implementation of the general plan:

(a) Monthly work programme, to be completed by each inspector and assistant inspector and sent to the technical service (Docencia) of the zone in the first five days of each month, together with a report on previous months' activities.

(b) Monthly work programme and report on the previous month's work by school directors.

(c) List of activities completed in relation to the development of the general plan, required periodically from district inspectors.

(d) Reports on the control of the development of the programme from the directors and sub-directors, with proposals for action. If necessary, district inspectors will produce these reports.

(e) Monthly summary of school statistics to be sent by each director to the District Inspector in the first five days of each month, who will transmit it immediately to the zonal office.

(f) Register of training undertaken, to be completed by the District Inspector on the basis of information received from school directors and teachers.

(g) Register of teaching material used by the teacher; to be prepared by school directors as requested by district inspectors.

(h) Notes on results of training received; to be completed by school directors twice yearly, may be required from the district inspector.

(i) Guides for the study and evaluation of annual plans at different levels. The first part is to be completed at the beginning of the year, the second (evaluation) in January, April, and August.

92. Evaluations of annual plans show that a considerable effort is made, and detailed statistics are prepared, concerning the programme of visits to schools organised by inspectors and inspecting assistants and their meetings with teachers, directors, parents' groups, other supervisors and others. The system of "maestras asesoras" to guide the work of grades 1 and 2 of primary, appears to be working well but in a certain number of districts in each zone there is no maestra asesora to assist the district inspector - moreover there does not seem to be the same degree of supervision of grades 3 to 6. Similarly, the system of rural school groups, which is most impressive, does not cover all the rural schools and it is among these that the proportion of schools not visited is highest. It would seem that the need for subject inspectors is acute. In one report, it was stated for example that the inspector of physical education had made 56 visits to schools (out of a total of 1,322 schools in the zone), in order to advise on the new programme. The zonal council for inspection requested that more inspectors of physical education be made available. In other reports, similar requests have been made in respect of mathematics, language and the new subject included in the programme.

93. Discussions show that the inspectorate is obliged to spend much of its time in investigating and improving the attendance of pupils and teachers. Pupil absence was stated to be due to a variety of reasons, including shortage of money in the family, illness, lack of school feeding facilities, lack of housing, domestic work or "illegal" work outside the

home, distance of the home from the school and lack of transport. Activities undertaken by the inspectorate included meetings with the parents' associations, visits to homes, discussions with pupils, interviews with those responsible for providing food, clothing and medical facilities for the poorer pupils. The investigation of absence of teachers and school directors is a subject which takes up much of the inspector's time. In the monthly report mentioned above, inspectors are also required to report upon attendance and punctuality of the teachers.

94. The introduction and use of the new curriculum requires that all teachers and directors should have copies of the new programme and that, through training the creativity of the teachers should be freed in using it. An investigation carried out in one zone by the inspectors early in 1972, when the programme had been "introduced" in all 6 grades, showed that 3,739 classes reviewed (which did not include all the schools in the zone), 1,738 possessed copies of the programme, while 2,001 did not, the percentage of classes without the programme rising from 15 per cent in grade 1 to 80 per cent in grade 6. Similarly, while 65 per cent of the teachers in grades 1 to 3 had received some training in relation to the programme, the proportion of those in grades 4 to 6, who had done so was substantially less. Among reasons for the difficulty of introducing the programme, it seems that lack of equipment and material, absence of staff and insufficient training were important. The inspectors, after consultation with the Councils of Directors and Councils of Teachers, undertake training on Saturdays and during the month of July. This training is provided by inspectors, inspecting assistants, and, in certain zones, assistance is given by teacher training college staff and audio-visual centres. It was clear, when we attended the latter, that the teachers were enthusiastic. But the integration of the new programme into the daily life of the schools would seem to require a sustained training effort over a number of years accompanied by greater attention to solving the problems of space, equipment, materials, attendance and distance from urban centres, which are mentioned in the inspectors' reports.

95. The inspectorate would appear to devote attention also to the consolidation of the new arrangements for the evaluation of pupil achievement, which have been described above. It would seem from discussions that a continued effort is required in this regard also if the complex dispositions of the evaluation process are to be fully followed by the teachers. In particular, the arrangements for the "recuperation" grade would seem to be only partially followed. This was stated to be due to inadequate attention to this problem by the school authorities, lack of knowledge of the techniques of recuperation, absenteeism of pupils and indifference of parents.

96. The inspectors, in cooperation with the school directors, provide regular detailed statements regarding needs for construction and repair of school buildings and the supply of equipment and materials. Since funds which may be freely disposed of by each zone are limited, it is necessary to refer requests of any substance to the national Ministry in Caracas. The inspectors frequently manage to obtain the help of the parents' associations in making repairs and improvements to school building, whereas equipment and teaching materials are supplied from Caracas. The parents committee, the secretary of which is a teacher, is intended to meet each month with the aim of discussing and helping school activities. One of the tasks of the district inspector is to ensure that it does. More mothers than fathers attend. The committee helps with school repairs, painting, fences and provision of clothing, and sometimes food for the less well-off parents.

97. Evaluation reports state that the plan objectives regarding the organisation and administration of the school in respect of records, calendar, time-table, regulations, were carried out in the sense that all the district inspectors had provided guidance to the schools on these matters. Similarly, the inspectors had encouraged school directors to undertake a number of social and cultural activities included in the plan.

98. The above shows that the district inspector must fulfil a variety of duties relating to the fulfilment of planned objectives and must indicate whether these objectives are reached. This means in practice that he must attend meetings of teachers and of directors in each school, as well as of the supervisory councils at district and zonal level. He must also give great attention to the detailed fulfilment of pedagogic and administrative objectives in the school, and spend much of his time investigating numerous administrative and personal problems concerning pupils, teachers, directors and facilities. Among his duties are responsibility for proposing promotions, transfers and disciplinary sanctions on staff, and approving leave arrangements. He is not, therefore, in a position to give detailed guidance to teachers, except insofar as he may be able to assist in vacation courses. Nor is there a handbook or guide indicating what precise form this help should take. He is now responsible, in addition to administrative matters relating to the primary level, for the basic three-year cycle of what was formerly lower secondary. He would seem therefore more a bureaucrat than a creative teacher and guide and his visits to the classrooms are necessarily brief.

99. Moreover, the district inspector frequently has no office of his own in which he can receive teachers, discuss with them and guide them. One inspector informed us that it was considered that should he be provided with an office, he would sit around and not visit schools. He keeps his papers at home. He types his letters himself. He receives no government facilities for the purchase of his car, but he is entitled to a daily travel allowance in respect of official travel. He relies on his inspecting assistants (maestras asesoras) to provide detailed guidance to teachers in classes 1 and 2 of urban schools, and their colleagues responsible for the rural school groups to help the rural school teachers.

100. In school districts which are provided with inspecting assistants, it is normal for each assistant to be responsible for visiting and working

with the teachers of grades 1 and 2 of some 30 urban national and private schools. Normally, in the larger schools, the director is responsible for the supervision of classes 5 and 6, one sub-director for classes 4 and 5, and the other sub-director with the maestra asesora for classes 1 and 2; in smaller schools, classes 3 to 6 have less supervision. As a result of the school reform arrangements, the assistants have, to some extent, been involved with grades 3 to 6 also, and in some cases with what was the lower cycle of secondary. Their task is complicated by the double shift system.

101. Inspecting assistants prepare monthly plans for their activities which are sent through the district inspector to the technical coordinator of the zone. Plans specify the programme of visits, mentioning the type of visit, namely investigation of problems, guidance, follow-up and administration. Thus, a visit of investigation may be to know the organisation and functioning of a school prior to its incorporation into a school district or the investigation of a particular problem. Guidance visits are to observe and assess classroom work, the development of the teaching/learning process, to make an objective judgment of the conditions and factors determining the climate of human relations, formulate proposals for their improvement and to discuss guidelines and recommendations arising out of the visit. The maestra asesora attends meetings to discuss these problems with the director, the council of teachers and, if necessary, with the school council and district council. A report form, which is reproduced below, is completed in respect of each visit. All meetings, visits to classrooms, interviews, training seminars, including those concerned with the programme and use of visual aids, are recorded in relation to the monthly plan. At the end of each month, each maestra asesora completes a detailed report on all aspects of her activities in relation to the monthly plan which had been previously approved.

INSPECTING ASSISTANT (MAESTRA ASESORA) REPORT FORM ON SCHOOL VISIT

SCHOOL : ________________________ DATE : __________

GRADE : ____ ENROLMENT : ____ ATTENDANCE : ____ TEACHER: __________

HOW CLASSIFIED : (knowledge or age) LEVEL : (good, bad, regular)

USE OF PROGRAMME : ______________ DAILY SCHEDULE : ______________

TEACHING MATERIAL : ________________________

PLANNING : (yes or no)

EXERCISE BOOKS : ______________ HOMEWORK : ______________

RECUPERATION : (classes to review) PLAN : (daily, weekly, monthly) MATERIALS: ______

EVALUATION : ______________ REPORTS : ______________

DECORATION : ______________ HABITS : ______________

BOOKS : ________________________ READING : (read or not)

____

102. In the same way, plans are drawn up for the inspection of rural schools, and it would seem that the help given to the rural schools, although not all schools in the zone are included, is thorough. In each zone at the heart of the inspection system are the school groups, each comprising some 20 single teacher schools, which is controlled and advised by a group director (Director de nucleo) who is assisted in many cases by an assistant demonstrator (Maestra demostradora), who gives demonstration classes. In addition, each zone normally includes several grouped "graduado" schools and farm schools.

103. Directors of school groups and assistant demonstrators are required to comply with a plan prepared each year for the zone as a whole, of which their monthly plans are a part. Each school must be visited three times a month and in addition Saturdays are reserved for training meetings, which take place at the rural school centre; since small rural schools in a group may be strung out over a distance of 50 or 60 kilometres, frequently near a reasonably good road, the usefulness of these meetings depends on whether the teachers possess cars or motorcycles; usually they do.

104. The main effort of the director and assistant in 1971/1972 was directed towards the pedagogical follow-up of the subject areas included in the new programme for grade 1 to 3. This task is not easy since single teacher schools do not possess the equipment, materials, nor by definition the teachers, required to teach the nine subjects in the programme to the three grades. In addition to the administrative tasks involved in the general plan for the zone mentioned above, it was decided to make a survey of all the schools not included in the group supervision arrangements in the zone. At the time of our visit approximately one-half of all the single teacher schools were incorporated in school groups. It may be noted that the system of model schools, one in each district, was discontinued after 1958; reliance is placed on weekly meetings, seminars and visits for improving the work of teachers.

105. Discussions with teachers and representatives of the teachers' union showed that while teachers seemed to appreciate the help given by maestras asesoras and, in rural schools, the maestras demonstradoras, they felt that much of the time of the latter, and even more so the district

inspectors, is taken up by administrative matters. The general secretary of the teachers' union expressed the view that supervision did not reach the teachers and that professional and scientific guidance was lacking. The teachers, who faced major difficulties with regard to class size, equipment, materials and so on, were said to feel that they were not being really helped. This view was close to that of the Director of Docencia in Caracas, who felt that inspection was in many cases bureaucratic, that is, it was concerned with numbers rather than creative in the sense of being involved with assessing and improving the quality of teaching. Many schools were not visited and inspectors, some of whom tended to be "chair-bound", did not see the elementary aspects of teaching. The aim was to come back to creative teaching.

106. Teachers whom we interviewed in the Guayana region felt that the real supervisors, at least in urban schools, must be the directors and deputy directors. They and the inspectors must do more than check up on whether certain arbitrary teaching norms had been accomplished and on the physical features of the schools. Supervision from the national level was felt in the regions visited to have declined, and within the regions the changes which have been made had not yet resulted in any improvement. It was felt that inspecting personnel should be largely technical and should have the possibility of great stability in their posts so that they could benefit from relevant training and undertake continual systematic work. Venezuela had acquired great experience of useful creative inspection, but it was feared that, because of frequent movement and changes of experienced personnel, due to lack of confidence in them for political reasons, the hierarchy of competent inspectors enjoying real responsibility had been weakened.

Training

107. Our reading of evaluation reports of the achievement of the annual plan of work for the inspectorate showed that there has been difficulty in carrying out the recommended enquiries into training needs for serving teaching staff,

school directors and inspectors, and that a prime need for improving the work of the schools is the systematic evaluation of training needs and the adoption of a long-term programme to meet them.

108. As far as the inspectors are concerned, the problem lies in their relatively low professional and academic standards. The profile of a district inspector is of a man who has successively been a teacher, a sub-director and then a director of a primary school before becoming an inspector. He has more than 20 years of service; in the capital region, for example, the average for inspectors in the two main zones is 25 years (the age when retirement is possible) and 21 years respectively. He has been trained for the supervision of primary education. In most cases, this has taken the form of a three months' course in each of the three successive years at the Institute for Professional Improvement (Mejoramiento) in Caracas. Since 1969, these courses have been suspended, but since no new inspectors have been recruited, the effect has been felt by those who were recruited prior to 1969, but had not received the full training.

109. Since the majority of the primary inspectors are not well prepared for, or accepted by school directors for the inspection of the lower cycle of secondary, it has been decided to provide the majority of them with an intensive course, either by correspondence or by a succession of annual vacation courses, whereby they will obtain degrees in education and the status of "professor"(1). The Institute of Mejoramiento will be responsible for the organisation of this course of studies, which is planned, according to Decree 808 of 1972, to extend over a period not exceeding five years. The Institute will require assistance from a university institute for this work, since its own personnel structure is not prepared for this level of training. Of the 38 teaching staff in 1972, 15 were maestros, 10 possessed degrees in education, 9 were qualified secondary teachers and two had doctorates. The remainder were technicians.

---

(1) i.e. entitled to teach at the second level.

110. It would seem that, though the existing primary inspectorate is composed of experienced and reliable people, it may not prove possible, given their age and management outlook, to produce, through prolonged training, the new type of inspector required to improve the methodology of consultation with teachers and principals in consolidating the innovations which have been introduced. It is also the case that no evaluation of the training arrangements which were brought to an end in 1968 had been undertaken by the Ministry (Control and Evaluation) before introducing the new training arrangements. The danger of discontinuity of this type is that it makes it hard to pursue a consistent policy of training in relation to career development.

111. It would seem that two types of inspector are required in the regions and zones: administrators and subject specialists. Their career path might be from primary school teacher to graduate of a pedagogical institute to a post-graduate course of a year, with periodical retraining specialising either in administration or in subject teaching. Those specialising in the former would follow an intensive training which would include planning, programming and budgeting. The subject specialists would become fully proficient as regards the pedagogical aspects of supervision, evaluation and a creative approach to the process of teaching the new curriculum. Taking account of the age structure of the existing inspectorate and the fact that recruitment has stopped since 1969, it would seem necessary to make stable arrangements for the training of administrative and subject teaching specialists in each region. The problem at the present time is that it is hard to consolidate the new orientation of primary education when the main objective which has been adopted by the authorities is the reform of secondary. There are not enough resources, time and determination to look back at primary. That is why it seems necessary, according to some national experts, to make provision, as an initial measure, for the training of at least 10 subject specialists and 5 administrative specialists for each of the 8 regions.

112. Training of maestras asesoras (inspecting assistants) has been stopped at the Instituto de Mejoramiento (Caracas) since 1971. As in the case of the district inspectors and other staff, it is necessary that an investigation of existing and required staff should be undertaken in order that a realistic programme of training, with career development should be followed. Previously, these staff, who have a normal school/teaching background, received six months' training, spread over three years. There is, at present, no programme for the training of directors of agricultural school groups or demonstration assistants in rural schools at the Institute in Caracas, at El Macaro (Maracay), where such training was formerly conducted, or at El Rubio in the Andes Province. Formerly these staff received a year of training following normal school graduation.

113. School directors and sub-directors, who are chosen for their posts on the basis of personal selection by the Head of REO, in consultation with the District Inspector (approved by Docencia, Caracas), receive five weeks vacation training at the Instituto in Caracas or El Rubio during three successive years. It was estimated by the Director of the Institute that three-quarters of all directors in service had attended these courses, but no exact records were available on this point at the Ministry. The training institutions were in the process of planning a longer course for directors, which will replace existing arrangements.

114. The training centres have been making a considerable effort as regards the training of teachers who will subsequently help in the provision of vacation courses for primary teachers in subject teaching. These receive a five week 'pilot' course in particular subjects, for example languages, science, mathematics. They have also been giving special courses for subject inspection to secondary "professors" who are working in the supervisory field in the REO's.

115. From discussions in the Directorate of Control and Evaluation, it appeared that the old structure of training is to be replaced to a large extent by one based on new concepts, including much emphasis on the practical problems of how to direct schools and how to apply the basic techniques of modern management, including PERT and critical path method, to educational administration, while short courses for school directors and subject specialisation in the new curriculum will remain important in the training programmes. New methods, as yet not defined are to be introduced in the schedule of training by the three institutions. It would seem that new methods will require new staff also. But perhaps, the central question, still to be resolved, is how to create the conditions whereby each member of the teaching and administrative services may be periodically re-trained. This raises the issue of how performance and its improvement should be related to pay and promotion. Possibly the Ministry should consider training as a condition for promotion and plan accordingly.

III. CONCLUSIONS

116. After the introduction of a series of major changes in education and in the administration of education during the past three years, there appears to be an urgent need to give attention to consolidation of the changes which have been decreed and improvement of the process of education in the schools. There can be few periods in Venezuelan history, or indeed that of any country, when so many important objectives have been charted in so short a time.

117. This period has seen the pre-eminence of planning and at the same time the weakening of the system of primary school supervision which has the responsibility for plan execution as it concerns the schools. Eduplan has been the motive force behind the new and detailed programmes for primary, basic and diversified secondary education, which, as a result of the "big push" have been introduced into the schools. The structure of the Ministry of Education has been changed on a number of occasions. Eight new regional administrative offices have been created. The system of in-service training of teachers and supervisory staff has been changed. What now seems to be needed is a period of stability for at least five years for all technical plans and programmes so that the detailed planning and support of work at the school level can be undertaken. It is not certain that stability of this nature can be completely achieved until the educational civil service becomes divorced, in terms of its staffing and its main objectives, from short-term political changes. But there can be no doubt that a period of stability is now essential.

118. The work of the inspectorate would be greatly assisted if the detailed planning of resources, in order to meet the legal dispositions concerning primary education, could remedy the main defects under which they must at present labour. The achievement of complete enrolment of children in the rural and poverty belt areas would seem to require the replacement of the single teacher school by appropriately located larger schools covering the full programme of primary education, using the country's rather adequate road transport system.

A major school building programme seems to be required in the urban areas, so that the double-shift system may be abolished. The supply of furniture, which is at present centred on Caracas needs to be improved. The Book Bank has achieved remarkable results in two of the eight regions; the generalisation of that experience should be planned so that the supply of books is sufficient to enable the new programme to be adequately taught. Teaching aids and materials similarly are in short supply and the present arrangements whereby these are obtained through the Administrative Directorate of the Ministry of Education leave much to be desired. While notable work has been done in the field of educational television and films by the Visual Aids Division of the Ministry of Education, only a fraction of the schools have as yet benefited from its valuable efforts.

119. Whereas until 1968 the technical and administrative supervision of primary education, teacher training and adult education were located in one directorate in the Ministry of Education, these services are now dispersed as a result of the administrative reform. At the same time, the number of inspectors available for inspection activities at the national level has declined. One national plan for supervision would seem to be required in which the achievement of detailed practical objectives replaces the present rather vague formulations. This plan, without prejudice to objectives relating to adult education, might include the activities which, at present, are attributed to the primary education divisions, the Teacher Training Division of 'Docencia' and the Control and Evaluation Directorate. The plan objectives might relate inter alia to the very specific consolidation of the new programme and pupil achievement evaluation in the schools and teacher-training colleges, the resolution of the specific defects mentioned in paragraph 116, and improved in-service training of teaching and administrative personnel.

120. The Regional Offices for Education are not yet functioning in the way that was intended by the reform, and at present represent little more than a further level through which correspondence from the District Inspectors

must pass as between the zones and Caracas. The present position is that the Ministry, which prepares and must execute the budget, gives virtually no autonomy to the regions as regards planning, budget execution, the disposal of resources and educational matters. The question still to be resolved is whether, and if so how, a reasonable power of decision can be exercised at the regional level.

121. While numerically the relationship of the inspectorate to the schools and teachers at the district level is by no means unfavourable generally, its method of work would appear to be overly bureaucratic, it is unevenly distributed and lacks specialisation and, given the general level of education in the country, it is not very highly qualified. The objectives for inspection might be more sharply defined in terms of results since, at present, statistics of visits, meetings and discussions do not convey with sufficient clarity the extent to which new practices have been adopted creatively by the schools or not. It is suggested that it may be necessary in future to make a sharper distinction between administrative and professional inspection. As a first measure, it may be desirable to train 40 administrative and 80 subject specialists for service in each of the eight regions. It would also seem to be a prior task, depending on the appropriate and precise definition and organization of the responsibilities of the centre and REO's respectively to unify the co-ordinating professional and administrative role of the primary inspectorate in Caracas.

122. It would seem necessary to strengthen the position and define the tasks of the district inspectors so that their offices become centres for co-ordinating the development of creativity in the schools. At present many of them have no offices which could serve this purpose, nor secretarial assistance, they are given no support for the purchase of vehicles, and allowances for official travel are paid with considerable delay. There is perhaps a need to consider how to create a structure of demonstration schools, competitions, and other activities and materials whereby inspectors could stimulate teachers to work out ways of adapting the new curriculum

and methods in their classrooms. Their role as agents of the Ministry at present involves them in a considerable amount of paper work of a largely statistical and administrative nature, going beyond what was formerly primary education, so that they are unable to give much time to the task of mobilising the teachers and school directors in a creative sense. This is not to suggest that the task of checking on attendance, furniture, etc., is unnecessary, it is most necessary, but so is creative inspection. There would seem at present to be a notable lack of contact between the inspectors, the teacher-training colleges and university faculties of education in this regard.

123. Venezuela's experience in the organization of a system of inspecting assistants (maestras asesoras) for grades 1 and 2 of primary, and of school group directors and demonstration assistants for rural schools is of great interest. It would seem that the work of the maestras asesoras is appreciated by the teachers since they are able to assess and discuss as well as advise. There is some danger that their efforts, which do not cover all the urban schools, are tending to be dispersed much more widely than was intended, over the six grades of primary and even beyond, and as between advisory and administrative duties; this might be remedied by appropriate recruitment and training policies. The impressive work of the rural school inspectorate does not yet include all rural schools. It would seem that the solution of the problem of adequate rural primary education cannot be solved by inspection alone. It lies also in the appropriate strategy regarding school construction mentioned above, it being linked with economic and social development measures in the rural areas.

124. It is necessary that the work of the inspectorate should be assisted through a series of measures designed to provide greater incentives to teachers, directors and inspectors to seek constantly to improve their work. At present, teachers' pay increases, which are less substantial than allowances granted for additional children, are automatic and are

received whether work is judged to be good or bad. It would seem desirable to strengthen the records branches of the administration at each level, and the systematic reporting of performance, to ensure that promotion and pay increases are conditional upon good reports and successful conclusion of training. At present school directors and inspectors are appointed and promoted without a full selection procedure, including examinations. In their case also, performance and study courses are not at present related to pay increases.

125. The authorities are to be congratulated on the vision which has guided the introduction of new dispositions to ensure that the teaching profession, and in due course the inspectorate, is unified in the sense that career development becomes possible from the lowest to the highest levels of the system. The new arrangements for the inspectorate are intended to provide for the training of personnel who are able to assess professionally as well as advise. Further recruitment of inspectors and inspecting assistants is necessary so as to remedy the backlog of needs which have accumulated. It would seem that the staffing of the official in-service training institutions should be reviewed with university assistance so as to provide the requisite high-level instruction. A complete national plan, over five years, of recruitment and in-service training for teachers, directors and inspectors is required. The brilliant understanding of what is needed and enlightened policy decisions which have characterised Venezuelan discussion of, and decisions about, problems of educational improvement, in recent years, might now give rise to practical actions to ensure that generalised creative teaching and effective inspection to support it can be achieved.

Appendix I

STANDARDS, DUTIES AND RESPONSIBILITIES FOR SCHOOL DIRECTORS AND FOR SUPERVISORS AT DISTRICT AND REGIONAL LEVEL IN PRIMARY EDUCATION

Ministerial Resolution No. P433 of 28 February 1964
(Chapters VI and VII)

Special edition No. 899 of the Official Gazette of the Republic of Venezuela

Original : Spanish

CHAPTER VI

THE CHARACTER AND CAPABILITIES REQUIRED IN DIRECTORS, SUBDIRECTORS AND SCHOOL SUPERVISORS RESPONSIBLE FOR PRIMARY EDUCATION

The following are some of the characteristics and capabilities looked for in Directors, Subdirectors and School Supervisors responsible for primary education:

1. Intelligence
2. Imagination
3. Judgment
4. Sense of responsibility
5. Moral sense
6. Sense of decency and decorum
7. Integrity
8. Breadth of action
9. Forcefulness of personality
10. Drive and determination
11. Enthusiasm
12. Will to work and to succeed
13. Perseverance
14. Self-confidence
15. Circumspection
16. Tact
17. Self-control
18. Ability to look ahead
19. Feeling for order and direction
20. Ability to co-operate
21. Organizing and executive ability
23. Understanding of human nature and of society
24. Rounded abilities and interests
25. Sense of fairness
26. Awareness of community problems
27. Dynamic physical qualities
28. Good personal appearance
29. Respectful and courteous attitude
30. Democratic spirit
31. Attractive personality
32. Ease of expression
33. Ability to persuade others
34. Good mixer

CHAPTER VII

THE DUTIES AND ASSIGNMENTS OF PRIMARY EDUCATION SCHOOL SUPERVISORS

SECTION I - Duties and assignments for all primary school supervisors

All Primary school supervisors have the following duties and assignments:

1. To familiarize themselves with the content and meaning of the Constitution, the Education Act and accompanying regulations, with Decrees, Resolutions, Circulars and other special instructions from the competent authorities; complying with these themselves and giving appropriate guidance to their subordinates on carrying them out.

2. To ensure scrupulous fulfilment of study programmes and adherence to official timetables, and to see that staff observe the standards of behaviour, morally and as citizens, which are an inseparable part of the teaching function.

3. To study, analyse and interpret the problems encountered in their supervisory rôle and to plan appropriate steps to solve such problems.

4. To arrange favourable conditions for the study, interpretation and appropriate utilization of research carried out by the Ministry of Education, Regional Supervision and schools.

5. To promote co-ordination of programmes on the part of education agencies and other official or private bodies in the area.

6. To keep abreast of problems affecting the community locally and nationally, of the steps being taken to solve them and of the potential impact of such solutions economically, socially, politically, culturally and in terms of science and technology. Similarly, to take an active interest in change and progress occurring on the American continent and in the world generally, bearing in mind that this will be an invaluable asset in providing a basis for more effective direction for Zone work programmes and plans, keeping supervisory staff alert to theinfluence

of such factors on the teaching/learning process and increasing the effectiveness of education itself among the community.

7. To adopt an unfailingly democratic approach in the performance of their duties; always taking an attitude of respect and tolerance for the other person's ideas and opinions; using co-operation at work to encourage social harmony; maintaining the greatest possible control over their own feelings when dealing with the various awkward situations they will encounter in the course of their duties; striving always to be just and impartial in discharging their continuing obligation to appraise the performance of the staff under them; maintaining and fostering the proper climate of human relations to maximise effectiveness among those engaged in teaching.

8. To keep abreast of news items on educational topics appearing in both national and foreign publications, both for their personal use and in order to disseminate such information among their subordinates as may be necessary.

9. To make themselves thoroughly familiar with the various supervision techniques, applying them correctly in the appropriate situation and guiding senior school staff in their Districts along the same lines through such means as the Supervisory Council, Council of Directors, Council of Teachers and practical demonstrations.

10. To encourage the organization and implementation of further professional training programmes to improve the quality of the teaching, covering such topics as:

(a) The interpretation, organization and application of the Study Programme (curriculum);

(b) The diagnosis and correction of specific situations in the teaching/learning process;

(c) The study of the nature of the child and of the learning situation;

(d) The choice and utilisation of school textbooks;
(e) School work planning techniques;
(f) Education and the development of the community;

(g) pupil performance appraisal, and the ways of recording this;

(h) Teaching techniques;

(i) Preparation of teaching material;

(j) Organization and fostering of school libraries;

(k) Analysis of promotion, drop-out and repetition rates and of the factors determining these;

(l) Children's recreation.

11. To take part in further professional training programmes organized by the higher authorities.

12. To take part in experimental teaching projects sponsored by the higher education authorities.

13. To pay particular attention to the problems of the single-teacher Schools, both inside and outside Núcleo Rural groups.

14. To encourage the systematic and regular arrangement of activities contributing to the understanding of our irreplaçeable natural resources, to their being sensibly used, protected and conserved.

15. To encourage the systematic and regular arrangement of activities contributing to the betterment of the community.

16. To stimulate the moral and material support of the community for its educational establishments.

17. To pay detailed attention to the organization and holding of ordinary promotion examinations, deferred, examinations, extraordinary promotion examinations and knowledge tests from grades one to five of the schools assigned to the Zone in accordance with the provisions of the relevant regulations; similarly, to provide such guidance as they may consider appropriate from the pedagogical standpoint to improve the devising, application and appraisal of such examinations.

18. To ensure that the legal formalities are completed for the appointment and taking up of posts.

19. To make application to immediate higher authority for such leave as they may require in accordance with rules and regulations, giving due notice in writing, and not to absent themselves from their

duties without having received the appropriate authorization.

20. To advise on matters within their knowledge when requested to do so by teaching and administrative personnel within their respective jurisdictions.

21. To co-ordinate the organization and implementation of activities required at the beginning of the school year in the Zone, including the following:

(a) Membership and organization of the Supervisory Council and of the Councils of Directors;
(b) Initial registration of pupils at official schools;
(c) Participation in the organization of the staff at the national schools falling within the Zone, in accordance with the rules established for this;
(d) Checking on the condition of school premises;
(e) Checking on furniture, teaching material and other supplies which the Zone should provide for the schools;
(f) Guidelines for the selection and use of school textbooks and other materials;
(g) Guidelines for the classification and grouping of pupils;
(h) Arrangements to improve the distribution and provision of staff;
(i) Arrangements to improve the organization and administration of paraschool institutions;
(j) Planning of school work;
(k) Deferred examinations and knowledge tests;
(l) Arrangements for the annual appraisal of Zone staff.

22. To co-ordinate the organization and implementation of activities required at the end of the school year, including the following:

(a) Organization of the examination calendar for the Single-teacher Schools;
(b) Arrangements for the preparation, application and evaluation of final examinations;
(c) Study of the school output results;

(d) Evaluation of the Zone Annual Work Plan

(e) Arrangements for schools in the Zone to prepare the annual work report;

(f) Preparation of the annual Zone work report;

(g) Determination of possible bases upon which to devise the work plan for the following year;

(h) Arrangements for the award of certificates etc. at the end of courses;

(i) Staff appraisal.

SECTION II - The special duties and assignments of regional supervisors in primary education

In addition to the general duties and assignments, Regional Supervisors have the following special duties and assignments:

1. To guide and control the work of the Zone both with regard to teaching and to administration.

2. To guide and control the planning of school work in the Zone

3. To submit the Zone work plan, prepared in accordance with the relevant standards, to the Ministry of Education.

4. To instil, and to foster, an attitude of consistent respect for the principles which should govern and direct the performance of their duties, in Zone staff exercising supervisory functions, school directors and District supervisors.

5. To study and to discuss, individually or at the Supervisory Council depending upon the scope of the individual matter, the work plans, projects, reports, guides and other documents prepared by the District Supervisors. Similarly, to make such comments and provide such guidance or recommendations as may be appropriate in each case.

6. To visit the School Districts in his jurisdiction from time to time, to see for himself how the plans made are working out and to apprise himself of new situations in the light of which the work of the Zone may be better arranged or re-arranged.

7. To attach due importance to the Regional Supervisory Council so that it can carry out its functions to the full.

8. To plan meetings and other Regional Supervisory Council activities well ahead.

9. To make the arrangements necessary to ensure that every individual appointed as District Supervisor or to an administrative post in the Regional Office concerned should receive the training essential to improve his aptitude and to ensure greater effectivness in the discharge of the functions assigned to him.

10. To take all possible steps to maintain up-to-date, and in graphic form, the data illustrating such situations as: pupil enrolment, promotion, drop-out, repetition etc. Similarly, to make appropriate arrangements for these data to be studied at each level: Supervisory Council, Council of Directors and Council of Teachers so that they can be used as a basis for planning or replanning the work of the Zone in those aspects covered.

11. To consider the reports produced by the District Supervisors on applications for the registration of private institutions, and to make recommendations to the **Department on whether or not to allow such** applications.

12. To study and interpret the instruction circulars issued by the **Department** and make the necessary arrangements for these to be implemented as effectively as possible.

13. To be responsible for drawing the attention of the Ministry of Education in good time to any teaching or administrative matter or problem requiring urgent attention on the part of the **Department.**

14. To keep Regional Executives and Municipalities duly informed about supervisory activities carried out in schools dependent upon them and about the problems being encountered in such schools.

15. To prepare any special reports upon matters within his competence which may be requested by the Ministry of Education.

16. To be careful to allocate administrative work among the Supervisors in a rational way so that it should not interfere with the ordinary performance of their other essential supervisory functions. For this purpose, to devise appropriate procedures for the various services of the Regional Office to apply controls which may be used both by the Regional Supervisor and by the District Supervisors in dealing with these matters.

17. To be careful to ensure that the Office maintains up-to-date registers for the staff at official and private institutions registered and located within the jurisdiction of the Zone.

18. Ensure that staff attendance and punctuality registers are being kept properly for official institutions within the Zone, and that these data, duly analysed, are used as a basis for ascertaining the influence of these factors upon the operation of the school and what immediate action is required either to correct any irregularities noted or to stimulate continuing good performance.

19. To maintain the tax payment control register up to date and presented in objective form for schools in the Zone and to take the necessary steps to obtain an immediate solution in any cases of failure to remit which may come to light.

20. To ensure that the Records department of the Regional Office is organized in line with the technical and operational instructions issued by the Department.

21. To study draft Internal Rules for official institutions in the Zone and to submit these, with the comments of the Office, to the consideration of the Ministry of Education.

22. To liaise with the appropriate departments of the Ministry of Education, in accordance with the procedures laid down and as briefly as possible, on all aspects of such matters as:

(a) Proposed appointments
(b) Applications for household and family allowances

(c) Resignations, abandonment of post and proceedings initiated;

(d) Applications for staff transfers and promotions;

(e) Applications for leave, retirement and pensions;

(f) Applications for the creation of schools;

(g) Applications for the creation of teaching posts;

(h) Applications for the relocation of schools or posts;

(i) Applications for the construction, extension or repair of school premises;

(j) Applications for the rental of premises;

(k) Applications for supplies of furniture, teaching material, official time-table, Enrolment and Attendance Books, forms for the budget receipts, disbursements, Statistical forms, IPAS-ME forms, forms for registration and renewal of registration for private schools etc.

(l) Offers to donate funds, buildings, land, equipment or materials;

(m) Applications for registration or renewal of registration by private schools;

(n) Applications for decorations and honourable mentions;

(ñ) Selection of candidates to take special courses.

23. To make the following returns to the appropriate agencies, in due time:

(a) Statistical Plans A-1 and B-1;

(b) Office budget expenditure vouchers;

(c) Office general expenditure vouchers;

(d) General expenditure vouchers for single-teacher assigned to Rural School "Núcleos";

(e) Travel allowance vouchers;

(f) Charts showing retention of the IPAS-ME percentage for Office staff;

(g) Charts showing retention of Income tax for Office staff;

(h) Job-acceptance formalities for staff allocated to the Zone;
(i) Special end-of-year remuneration vouchers for the Zone;
(j) Acceptance formalities in respect of school buildings;
(k) Legal proceedings against Zone staff;
(l) Inventory of national property allocated to the Office
(m) Formalities involved in the acquisition and alienation of office property;
(n) General Work Plan for the Zone;
(ñ) Annual work report for the Zone;
(o) Annual reports on School District Supervisors' performance.

24. To make arrangements for the return to the appropriate department of the Ministry of Education, as quickly as possible and in accordance with prescribed rules, of Office funds remaining unspent for whatever reason.

25. To extend proven supervisory experience throughout the Zone;

26. To submit to the Ministry of Education, in August of every year, a detailed and critical report of the work carried out by the Zone, following the prescribed patterns for such reports.

27. To perform other duties inherent in the post, or assigned by the competent authorities.

28. To liaise with the Ministry of Education and other teaching authorities on matters arising in the supervision of the Zone, in his capacity as sole agent of the Regional Supervisory Office authorized so to do.

29. To sign official correspondence and other documents of the Regional Supervisory Office.

30. To co-ordinate the work of the School Districts so that the Zone can achieve:

(a) Standardisation of approach, technically and administratively;

(b) Timely and simultaneous treatment in all School Districts of common problems, particularly those relating to the quality of the teaching;

(c) Maintenance of the most regular possible rate of progress in dealing with such shared problems;

(d) A position to offer equality of opportunity in respect of professional advancement to management and teaching staff within its jurisdiction.

31. To co-ordinate the general work of the Office so that its individual sections should constitute an effective asset in carrying out the supervisory function.

32. To give the necessary instructions for the various sections of the office to deal as expeditiously as possible, in accordance with the prescribed rules, with applications for work and with requests for data, information and references from Zone Supervisors.

33. To summon meetings of the Regional Supervisory Council as often as required for devising, implementing and evaluating the General Work Plan of the Zone; dealing with regular and occasional enquiries from the Department and considering general or particular situations arising in School Districts whose general significance requires attention from the Council.

34. To propose to the appropriate department of the Ministry of Education, in accordance with prescribed rules, appointments, promotions and transfers of technical and administrative staff within the jurisdiction of the Zone.

35. To propose to the appropriate department of the Ministry of Education, in accordance with the existing rules, any increase, reduction, merger or transfer of School Districts, schools or grades which may be necessary in the Zone.

36. To notify the appropriate department of the Ministry of Education of Zone requirements in respect of staff, building, rebuilding, rental or closing of school premises and of acquisition or extension, repair and distribution of furniture and teaching materials.

37. To co-ordinate with Regional Executives and Municipalities to meet the requirements of schools dependent upon them, in respect of staff, building, rebuilding, leasing and closing of school premises and the acquisition and extension, repair and distribution of school materials and furniture.

38. To receive and disburse the Office budget, in accordance with any instructions from the competent authorities.

39. To deduct the appropriate IPAS-ME percentage from the salaries of all Office staff and to authorize the competent agency to receive this.

40. To deduct Income Tax from the salaries of Office staff, in accordance with the relevant Law.

41. To grant leave to public servants attached to the Zone, in accordance with rules and regulations.

42. To make arrangements for the organisation of **work performance registers for teaching and administrative staff attached** to the Zone, to provide a basis for the seniority list, promotions, merit awards and any sanctions necessary.

43. To familiarize himself with the content and scope of current labour legislation: the Ley del Trabajo (Labour Law) and its regulations; the Estatuto Orgánico del Seguro Social Obligatorio (Organic Statute on Compulsory Social Security) and its regulations; Decrees, resolutions and other dispositions governing work; to comply with these and to ensure that subordinates do so.

44. To institute proceedings against Zone staff in accordance with the rules laid down, after every possible method of guidance and persuasion in each case has been exhausted.

45. To make arrangements for the issue of certificates of abandonment of post for staff attached to the Zone, in accordance with the existing rules and with such others as may be issued by the appropriate authorities.

46. To receive, subject to inventory, the building, furniture, records and equipment of the Office.

47. To exercise the functions of Director of official institutes when so decided by higher authority.

48. To act as representative of the Department of Education in the jurisdiction concerned.

49. To perform the other duties and discharge other responsibilities inherent in the post or assigned to him by the higher authorities of the Ministry of Education.

SECTION III - Special responsibilities and duties of school district supervisors in primary education

In addition to the common duties and assignments, School District Supervisors in primary education have the following special duties and responsibilities:

1. To direct and guide the work of the School District, both as to teaching and as to administration.

2. To guide and evaluate the planning of school work; the interpreting, application and enriching of the curriculum; the use of teaching techniques, methods, procedures and forms; the use of school output evaluation techniques; the organisation and implementation of school commencements and the performance of supervisory activities on the part of school managers.

3. To collaborate with the Regional Supervisor in directing and organising the teaching and administrative work to be performed by the Zone.

4. To submit the District Work Plan, drafted in accordance with the rules laid down, to the Regional Supervisor.

5. To attach due importance to the Council of Directors, so that it can most effectively carry out the functions assigned to it.

6. To visit teaching establishments in the School District concerned on a regular basis to check and offer guidance on the following aspects, among others:

Compliance with the Education Law and its Regulations, and with other instructions from the competent authorities; development of the school's General Work Plan; the interpretation and application of the curriculum; attendance and punctuality of staff and pupils; the climate of human relations among the staff, between staff and pupils, and the relationships between school and community; the performance of managerial staff and its impact on classroom activities; the organisation and functioning of the school institutions; the organization and functioning of the records department; proper collection and remittance of taxes. To produce a report with recommendations and guidance based on his observations in each case, all in accordance with the standards issued by the Department on visit reports.

7. To submit a detailed report to the Regional Supervisor on any irregularities observed in the course of supervisory visits being of a kind or scope requiring the intervention of higher authority, and to suggest appropriate measures.

8. To analyse work plans and reports produced in the District and any other documents necessary; to notify the Regional Supervisor of his considered opinion on such documents and provide the appropriate guidelines in each case.

9. To ensure that teaching establishments are equipped with essential teaching material and furniture, and to check that it is in place by means of inventories.

10. To ensure that staff at official schools take good care of buildings, furniture and materials and that these are used for their proper purpose.

11. To strive at all times to ensure that the atmosphere at in his area comes up to the necessary standards to provide children with a proper education; to encourage staff to be constantly improving their teaching methods and to foster the interest and co-operation of the community in the task of the school.

12. To guide and encourage the preparation of teaching material using resources available in the school and those provided by the community.

13. To guide the perischool institutions in their organization and functioning, and to foster the creation of such institutions as may be necessary to improve the effectiveness of the School.

14. To pay particular attention to supervising the use made of budgets, gifts, subventions and other income received by official institutions, and to the administration of the funds of the perischool institutions operating within them.

15. To make all necessary arrangements for all staff appointed to managerial posts in official schools within the jurisdiction of the District to receive the essential training to fit them for these posts and render them more effective in discharging the duties assigned to them.

16. To provide the Regional Supervisor concerned with regular or occasional written reports as may be required.

17. At the end of the school year, to draft a detailed report of the work carried out in the District for submission to the Regional Supervisor.

18. To prepare annual staff performance reports for directors of schools within the District and submit these to the Regional Supervisor.

19. To co-ordinate the work of the schools in accordance with the directives of the Regional Supervisory Council, so that the School District can achieve:

    (a) Standardisation of approach, technically and administratively;

    (b) Effective solutions to problems common to the District and a contribution, similarly, to those of the Zone;

    (c) The opportunity to foster an appropriate climate of human relations;

    (d) A position to offer equality of opportunities for professional advancement to the managerial and teaching staff within his jurisdiction.

20. To summon regular meetings of the Council of Directors in accordance with instructions from the Regional Supervisory Council or as required by the needs of the School District.

21. To suggest candidates to the Regional Supervisor for appointments, promotions, transfers, temporary appointments, retirements, pensions, decorations and honourable mentions.

22. To undertake studies with a view to informing the Regional supervisor on District requirements for increases and reductions, mergers and transfers of schools and grades.

23. To carry out the appropriate investigations to inform the Regional supervisor of District requirements as to buildings, rebuilding, rental or closing of school premises and acquisition or extension, repair or alienation and distribution of teaching material and furniture.

24. To verify the facts adduced in applications for registration from private institutes and to provide the Regional Supervisor with a detailed report on the desirability or otherwise of allowing such applications.

25. To request the Director of the School to call a Council of Teachers when necessary.

26. To attend meetings of the Council of Teachers at schools in his District whenever he considers this desirable.

27. To apply to the various sections of the Regional Supervisory Office for studies, data, information and references needed for the proper discharge of the supervisory function assigned to him, all in accordance with any rules laid down for such cases by the Office.

28. To grant leave applied for by District staff, in accordance with relevant rules and regulations.

29. To perform the functions of Director of official institutes when so decided by the Ministry of Education.

30. To carry out the other functions inherent in the post or assigned by higher authority.

CHAPTER VII

FINAL ARRANGEMENTS

1. The duties and responsibilities of National Supervisors will be determined by Special Resolution of this Ministry.

2. The duties and responsibilities of Rural School Núcleo co-ordinators, of First and Second Grade Teacher Assessors attached to the Regional Supervisory Zones, and of any other post which may need to be created, will be established by Special Resolution or Instructions circularised by this Department. Such public servants will meanwhile abide by the instructions they receive from the Regional Supervisors.

3. The duties and responsibilities of Special Activities Teachers will be laid down by Special Resolution or Instructions circularised by this Department. These should meanwhile abide by the instructions they receive from their Directors.

4. Any future modifications required to the present Standards for Teachers, Directors and Supervisors in Primary Education will be effected by amendments to be incorporated, as issued, into the text of the present Resolution.

Approved for publication:

(signed): Reinaldo Leandro Mora

Minister of Education
